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ABSTRACT

The purpose of this book is to aid vocational rehabilitation professionals in maximizing human resource capacities. It is intended to help build a delivery system based on needed skills and attitudes among its work force, through integration of various human resource components. The book proposes that in order for rehabilitation agencies to succeed, all managers must function as leaders, and leaders must adopt the Human Resources Systems (HRS) approach. This approach presents the viewpoint that responsible, dynamic change in a rehabilitation agency values individual and organizational growth. The book provides strategies and guidance on how to effectively address opportunities, needs, and challenges in rehabilitation agencies. The outcome of all this will relate agency/staff responsiveness to the needs of persons with disabilities, to the quality of services, and to the efficiency and effectiveness of the human service delivery system. Four major challenges to the rehabilitation system are discussed: cultural diversity, new rehabilitation professionals, new knowledge and skills, and changing societal values and attitudes. Following an introductory chapter, other chapters discuss: implications for human resources of the changing work force and the changing work place; philosophy, purpose, components, and opportunities of human resource systems; human resource planning; human resource management; human resource development based on a philosophy of individual growth; leading through organizational change; and specific recommendations to key constituencies within the state-federal rehabilitation program. The book concludes with a case study and a glossary. References accompany some chapters. (JDD)

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EIGHTEENTH INSTITUTE ON REHABILITATION ISSUES

HUMAN RESOURCE SYSTEMS (HRS) IN REHABILITATION

A Catalyst for Performance and Change

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Report from the Study Group on

HUMAN RESOURCE SYSTEMS (HRS) IN REHABILITATION

A Catalyst for Performance and Change

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Eighteenth Institute on Rehabilitation Issues

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However, the majority of the content of this book is the result of the individuals who served on the Prime Study Group. These individuals gave of their time and expertise over the course of a year to develop a useful and impactful document for professionals in rehabilitation. To reach this goal, they were always ready to invest their time and effort to develop a document worthy of the field. Throughout the development of the document, they were more than willing to discuss an issue until it was resolved. They developed chapter outlines, wrote sections, discussed each other's product, revised, listened to further input, and revised again. They worked long hours as a team, in the best tradition of professionals, to incorporate new ideas into their work. They gave unstintingly of their time and effort to further their profession.

All members gave significant input to each chapter. Consequently, each chapter is the product of the group although individuals may have put the ideas onto paper. Over and over group members stressed that they wanted to produce a manuscript that was worthy of the field. One which would enhance the effectiveness of rehabilitation's most valuable resource, its people. It is our belief that they more than met their goal.

David W. Corthell, Ed.D., Editor
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Preface

(FOR LEADERS ONLY)

Throughout the history of rehabilitation there have been leaders who have emerged with the great vision; the capacity to plan and implement; the wisdom to foresee the need for change; the perseverance to pursue a necessary course of action--even against major obstacles; and the fortitude and resolve to empower their human resources to undertake leadership responsibilities.

Hamby (1989) describes leadership as follows:

> ...I believe that leadership has to be endemic in organizations, the fashion not the exception. Everyone with pretensions to be anyone must begin to think and act like a leader. Some will find it comes naturally and will blossom, some will not enjoy it at all, but unless you try, and are allowed to try, no one will ever know, for leadership is hard if not impossible to detect in embryo--it has to be seen in action to be recognized by oneself as much as by others.
>
> So what is this mysterious thing and how does one acquire it? The studies agree on very little, but what they do agree on is probably at the heart of things. It is this: "A leader shapes and shares a vision which gives point to the work of others." Would that it were as easy to do as to say! Think on these aspects of that short sentence:
>
> - The vision must be different.
> - The vision must make sense to others.
> - The vision must be understandable.
> - The leader must live the vision.
> - The leader must remember that it is the work of others. (p. 134)

Survival of rehabilitation in the new era requires a new definition of leadership. Agencies are confronted with the challenges of privatization of rehabilitation, consumer demands for empowerment and control of their futures, limited resources, and inefficient use of human resources.

The new definition of leadership for rehabilitation requires an understanding that effective leadership is participatory and not exclusively top-down. The vision of rehabilitation is shared, and the focus is on what we can be rather than past achievements. It emphasizes creativity and empowerment of staff in contrast to controls of the past. A visionary leader develops clear and understandable goals with staff. Carrying out the mission and goals requires a high degree of trust and a recognition of the problem-solving capacities of staff. The solutions to the challenges and problems will, in the final analysis, be achieved by individuals, focus groups, matrix groups, and self-directed work teams.

Achieving rehabilitation goals through a participatory leadership style requires repositioning the human resource (HR) function in state agencies--placing it on the senior management team. The need is to get serious about planning, leading, and developing the human resources in the organization.

Achieving the organization's vision in a HR context requires agency leaders to create viable networks. This network should include university long-term training programs, Council of State Administrators of Vocational Rehabilitation (CSAVR), National Institute on Disability and Rehabilitation Research (NIDRR), Rehabilitation Services Administration (RSA) staff, Regional Rehabilitation Continuing Education Programs (RRCEP), and others interested in providing coordinated and integrated HR services. The relationships are integral to creating the support systems necessary for effective state agency HR systems. State agencies, in this context, are the customers of the staff functions provided by these stakeholders.

Old-fashioned management is easier than the new leadership. Yet, if the new organizations are going to succeed, and they must succeed, our managers must think like leaders (Hamby, 1989, p. 136).

In order for rehabilitation agencies to succeed, all managers must function as leaders, and leaders must adopt the Human Resources Systems (HRS) approach. If you see any of the challenges and changes likely to occur in your agency, then this book is for your. If your interest is in how to use a human resource systems approach to respond to those challenges, this book is intended for you. Read on. The chapters will provide strategies and guidance on how to effectively address the challenges.

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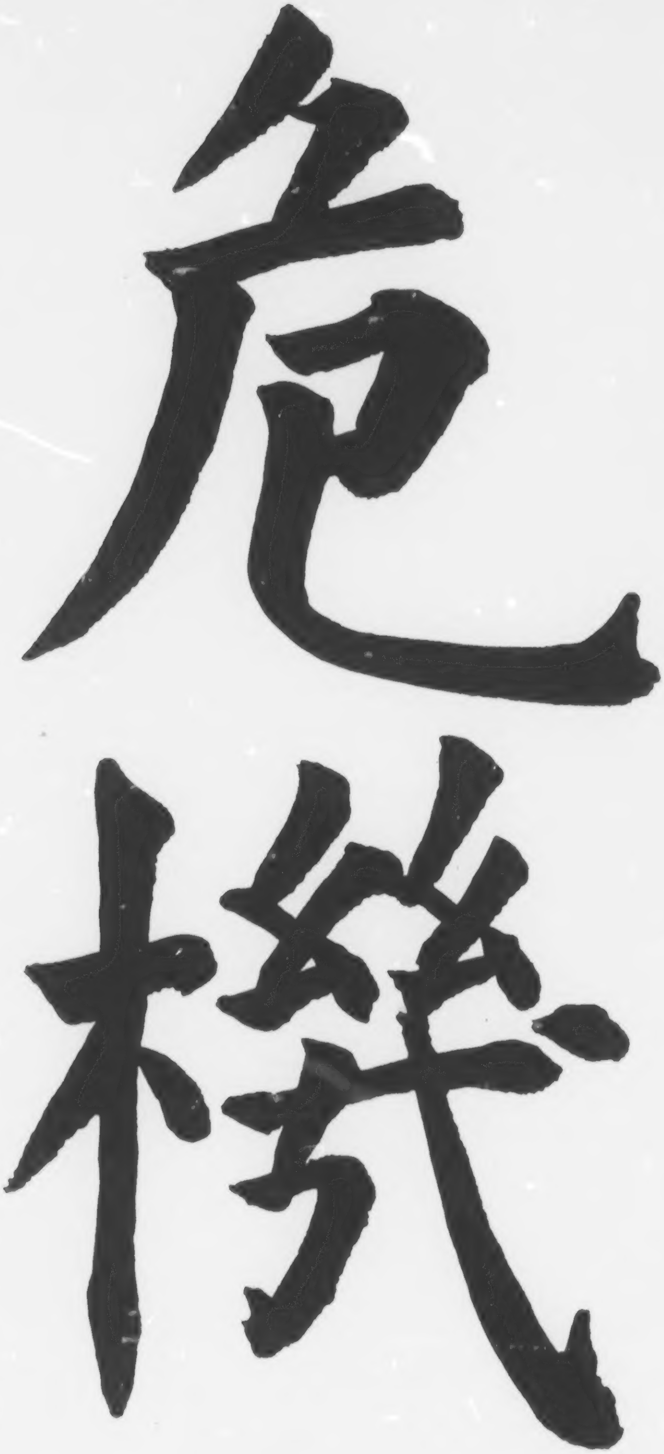
CHAPTER I



The Chinese symbol for "crisis." The upper character represents 'danger' while the lower character conveys 'hidden opportunity.'

Chapter I

HUMAN RESOURCE SYSTEMS IN REHABILITATION

Historical Roots

In 1946 the predecessor of the Institute on Rehabilitation Issues first met as the Guidance, Training, and Placement Workshop (GTP). Its purpose was to explore issues in rehabilitation and write training materials. In 1955, "following enactment of Public Law 565 in 1954 ... funds were made available which ... increased the size of their professional counseling staff, and there arose an immediate need for the establishment of a series of regional orientation training institutes" (McGown & Porter, 1967, p. i). The original materials used were those developed by GTP which resulted in the publication of a syllabus for training new counselors. In 1960 these materials were published in book form as An Introduction to the Vocational Rehabilitation Process by McGowan. For several years, that book was a most important training document for new Vocational Rehabilitation Counselors in both in-service and preservice training. That book was extensively revised by McGowan and Porter and republished in 1967. It then served as **the** training resource for another generation of vocational rehabilitation professionals.

The impetus for Human Resource Systems (HRS) in Vocational Rehabilitation (VR) has evolved, in part, from what has traditionally been categorized as rehabilitation education and training. Section 304 of the Rehabilitation Act of 1954 established rehabilitation training for the purpose of increasing the numbers of personnel trained in providing vocational, medical, social, and psychological rehabilitation services to persons with disabilities. As a result of this legislation, federal funds were authorized to make grants and to let contracts with states and public or non-profit organizations, including institutions of higher education. The Rehabilitation Act also requires that State Vocational Rehabilitation Agencies provide assurance in the State Plan that a program of "staff development" exists for the purpose of upgrading the basic skills and knowledge of personnel employed as providers of rehabilitation services.

In the late 1950s, various terms were used to describe the training function such as Training Department or Staff Development and Training Unit. These terms reflected the prevailing philosophy of training persons for specific job duties. This still remains a major responsibility for that part of Human Resource Development (HRD) referred to as the training department.

One of the early efforts to strengthen and reinforce the training initiative was the Region IV Training Conference, first convened in 1966 in Gatlinburg, Tennessee. The RSA Regional Office conceived its purpose as planning and developing strategy for the activities for the upcoming fiscal year. Today that regional conference is the Region IV Human Resources Development Council with emphasis on long-range and developmental activities.

During the '60s and '70s there were several other efforts aimed at defining and strengthening the training function within rehabilitation including:

1. Fourth Institute on Rehabilitation Services (predecessor to IRI, 1966) which focused on training methods.

2. Eighth Institute on Rehabilitation Services (1970) which discussed guidelines for staff development.

3. National Development and Training Workshop (1975) conducted by RAMP at the University of Oklahoma. This workshop focused on the role of the training officer. It expanded the scope of the function of training in the agency's growth by increasing the skill of the staff development officer.

4. Second National Seminar on Rehabilitation Staff Development and Training (1976), sponsored by RAMP. This seminar concentrated on: training needs, utilization of resources, implementing training evaluation, and the staff development supervisor's role as manager.

Since 1974, federal funding for post-employment training has been expanded by the Rehabilitation Services Administration (RSA). It now includes not only VR staff but personnel in other closely related rehabilitation and independent living programs. This expansion occurred with the establishment of Regional Rehabilitation Continuing Education Programs (RRCEP) in each of the ten federal regions.

For many years the combined training-delivery systems of preservice or academic training and postemployment training have worked successfully in meeting personnel shortages and in addressing skill and knowledge deficits. However, since the enactment of the Rehabilitation Act of 1973 and its subsequent Amendments, the state-federal program of rehabilitation services has felt the effects of major changes. A legislative mandate to serve a more severely disabled population, heightened customer-consumer expectations, changed directions of rehabilitation services and out-comes, decreasing fiscal resources (in purchasing power), competition, staff attrition, independent living rehabilitation, supported employment, and the emergence of rehabilitation technologies represent only a few examples of these changes. Such changes mandate a new, holistic look at performance outcomes that moves beyond the concept of training.

Efforts to address performance needs have frequently included applying change management and human resource systems strategies. Too often, however, a full understanding and appreciation for the inter-relationships among organization development, organization systems, individual growth and development, and the successful achievement of goals have been lacking. For much of the 1970s and into the 1980s "training as the answer" became a mode of problem solving for many rehabilitation leaders, training resources, and human resource development staff in state VR agencies. During these years, there was a heavy reliance on what has been called a "menu-driven" training agenda which was based on numerous and varied strategies applied to the conduct of needs assessment.

At the service delivery level, training was often prescribed based on what was available from training resources. Others prescribed training based on perceived skill/knowledge deficits and level of interest in a specific training topic. A relative few organizations attempted the tasks of integrating individual and organizational training goals and objectives. Fewer organizations measured training results in terms of performance outcomes.

There was nothing wrong with the process of that era. It did indeed reflect the prevailing philosophy for training within rehabilitation agencies. The initial intent was solely to provide specific job-skill training. Skill training still remains a major responsibility of the "training function." However, as will be stated in other chapters, this is only part of the Human Resource System (HRS) function. Today, leaders in rehabilitation at the federal and state levels, rehabilitation educators, and personnel responsible for training and the development of human resources have determined that training alone can not be the panacea for the major issues confronting the vocational rehabilitation service delivery systems. Furthermore, rehabilitation leadership recognizes that staff can no longer be perceived from a "personnel" perspective rather than "human resource" to be valued and developed.

Last Decade

The 1980s were a time of transition for staff development and training practitioners within rehabilitation. It was during this period that serious thought was given to the role of staff development personnel. It was realized that staff development could do more for their agencies. Stephens and Kneipp (1981) wrote a paper entitled Managing Human Resource Development in Rehabilitation. This paper challenged staff development persons to look at old attitudes and beliefs, to redefine what functions were performed, and to make them not only visible but also accountable.

The movement to expand beyond staff development struggled for most of the remaining years of the '80s. There were some efforts, however, to achieve a broader view. In 1989, Pete Griswold (Michigan VR) and Dr. Bobbie Atkins jointly developed a paper on human resource development. They presented this paper at a meeting where members of the National Council on Rehabilitation Education (NCRE) and CSAVR were in attendance. As a result, members of these organization under RSA leadership began planning for a meeting on this topic in Dallas.

The "Dallas Conference" convened in December of 1989 set the direction for the '90s and beyond. Sponsored by RSA and developed by Rehabilitation Administration and Management Program (RAMP) at Oklahoma State University, this conference emphasized both the importance and value of HRD. More importantly, it was a concerted step to educate not only the practitioners but also the leadership of state agencies. The charge from the conference was to develop regional beliefs, goals, values, etc., for human resource development.

Another effort at further developing this thrust was the "Washington Conference" convened in May, 1991. The purpose of this meeting, as excerpted from the Foreward of the proceedings, was to "address critical issues facing the public program of VR and to contribute to the foundation of human resource development" philosophy at both the national and the state levels. The Commissioner of Rehabilitation challenged organizations present (CSAVR, RRCEPs, and NCRE) to take responsibility for gathering and disseminating HR information nationally and regionally. The National Clearinghouse on Rehabilitation Training Materials (NCHRTM) was identified as a potential contributor to the exchange of information on HR.

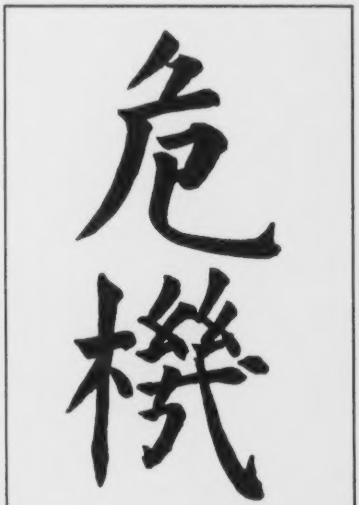
In May of 1991, RSA published notice in the Federal Register requesting comments at an open meeting in Washington, D.C., and in writing, on a range of very important HR issues in rehabilitation. Shortly thereafter, the National Institute on Disability and Rehabilitation Research (NIDRR) held a series of hearings throughout the country inviting public comments on research issues in rehabilitation. The enthusiastic response of the rehabilitation community to these opportunities to provide suggestions for new directions in HR programs was seen as very encouraging. Yet, experience from the business world tells us that it is difficult to sell a strategic approach to human resources and reach consensus on future directions, except when in a crisis mode (Manzini & Gridley, 1986).

A NEW ERA

> To avoid the mistakes of the past and realize opportunities as yet only dreamed about, the future must not be allowed to just happen; it must be crafted. Creation of an acceptable future requires vision, allocation of resources, and a willingness to work for what is desired later (Nash, 1983).

Members of the Prime Study Group believe the time for change in rehabilitation has come. It is time to move beyond HRD to a systems approach to the human resource needs of Vocational Rehabilitation Agencies.

Introduction



Reading the daily newspaper, watching the news, coming to work each day, or recalling events of the past year make one realize how different the demands are on rehabilitation today as compared to just a decade ago. The challenges and issues faced will require important changes, be those changes in thinking in what services are provided to the people who need rehabilitation or in how agencies are organized. The prospect of change, though, often stimulates feelings of "threat to security" and evokes "crisis" responses in organizations. ORD, Inc. (Conner, 1989) uses the Chinese symbol for "crisis" when discussing organizational change. "The upper character represents 'danger,' while the lower character conveys 'hidden opportunity.' Managers responsible for implementing organizational change within their organization have the same options the Chinese symbols suggest: dangerous, negative results or positive, new opportunities" (ORD, Inc., 1989). This book is about how rehabilitation agencies can use the necessity of change as an opportunity to achieve a more complete and dynamic rehabilitation delivery system.

A **human resource systems** concept for achieving responsible change in rehabilitation service delivery agencies is offered in this book. A viewpoint is presented that responsible, dynamic change in a rehabilitation agency can be based on a philosophy which values individual and organizational growth. Such a view of human resources accepts the premise that each employee has a capacity for growth, change, and development. Each person has an ability to make a positive contribution to the organization and the customers it serves.

Purpose and Audiences of this Book

The **purpose** of this book is to aid rehabilitation professionals in maximizing rehabilitation's human resource capacities. The document will assist concerned parties in building and sustaining their agency's human resource capacity. It offers alternative strategies to address the opportunities, needs, and challenges presented to rehabilitation for serving people differently and more people with different needs. It is intended to help the reader build a delivery system based on needed skills and attitudes among its work force. To achieve its intent calls for integration of its various human resource components.

The **audiences** for this book include all persons in rehabilitation who define their function as having responsibility for organizational growth and renewal; those in rehabilitation who view themselves as involved in changing rehabilitation; and all persons in rehabilitation who have a role in causing the organization's evolution.

Rationale for Human Resource Systems in Rehabilitation

The state-federal rehabilitation program is confronted with a number of challenges which must be addressed if it is to be responsive to the present and future rehabilitation needs of people with disabilities. Among its greatest challenges are those which place increased demands on it for effective and efficient use of its most valuable resource, its **human resources**.

Critical challenges to human resource planning have risen out of demographic shifts in America's population and significant changes in traditional values and institutions. Other challenges were brought on by advances in rehabilitation technology and innovative programs designed for people with severe disabilities. Four major challenges to the rehabilitation system, which are likely to continue as we move through the nineties, are discussed below and throughout the book.

Challenge 1. Cultural Diversity. How can rehabilitation be responsive to an increasingly diverse population? How can the rehabilitation community address these implications for the rehabilitation work force and the rehabilitation consumers of tomorrow? The composition of the United States population has changed dramatically, as evidenced in the many reports coming from the 1990 U.S. Census. Cultural diversity among those persons served, as well as in the rehabilitation work force, is rapidly increasing and will likely continue. Employers, managers, supervisors, counselors, and co-workers must develop sensitivity and an appreciative understanding of cultural distinctiveness. When successful, they will maximize the important contributions such diversity brings to the agency's combined human resource. The rehabilitation work force must also become increasingly sensitive and skilled in responding to the rehabilitation needs of a consumer population with greater cultural diversity.

Challenge 2. New Rehabilitation Professionals. How can the rehabilitation system insure a sufficient number of newly trained and qualified rehabilitation professionals? Large proportions of the rehabilitation work force entered the field in the fifties and sixties. They are now retiring at a rapid rate. A complicating factor is the phenomenon of a shrinking pool of potential entrants to the rehabilitation professions. This fact is compounded with increasing competition for a skilled rehabilitation work force throughout the private and for profit sectors. The public state-federal rehabilitation program is no longer the only game in town, nor is it the major employer of rehabilitation professionals.

Challenge 3. New Knowledge and Skills. How can knowledge and skill be upgraded in the current rehabilitation work force in light of new and changing rehabilitation technologies, programs, and services? Effective use of innovations and tools developed by rehabilitation engineering and computer technology will necessitate significant new skills and technical knowledge. Specialized programs designed to serve the needs of persons with more severe disabilities (e.g., programs for people with traumatic brain injuries and people with severe psychiatric disabilities) will require expanded knowledge and skills among rehabilitation professionals.

Challenge 4. Changing Societal Values and Attitudes. How can agencies be responsive to the needs of a changing rehabilitation work force in light of these significant changes in some traditional institutions and societal values? The two- parent, two-child, one-career family has given way to less traditional family structures, including single parent and two-career families. These changes in family structure and the increasing number of women entering work result in the need of different benefits if agencies wish to attract and keep them. Innovative programs, which accommodate family priorities, will become more commonly available. These changes will include child care services and less traditional work programs such as flextime, part-time work, job sharing, home-based work, etc.

Similarly, societal values and worker attitudes regarding how work is perceived have also undergone changes. Worker loyalty is shifting more to an interdisciplinary group of jobs types and away from the idea of long-term careers with one employer or type of employment. The trend toward multiple career changes in the course of a work life is growing. There is also a trend to put a work life into a broader perspective which includes concerns about health, fitness, family, and other important aspects of peoples' lives. These and other changes to traditional societal values and worker attitudes must be acknowledged and met. They will mean meaningful changes in the work environment, if agencies are concerned about development and maintenance of a qualified rehabilitation work force.

Human Resource Systems in Rehabilitation

Some may perceive the types of challenges discussed above as creating crises; crises in the sense that leaders can no longer apply the philosophies, strategies, and practices of the past to meet these human resources challenges. The Chinese symbol seen earlier suggests that "crisis" not only presents an undesirable situation but also provides an important opportunity to make positive changes. In the case of the rehabilitation work force, there are opportunities available to effectively respond to these needs for change in our delivery system. Proactive strategies are presented in this book which can help guide development of an agency's capacity to provide quality services by addressing human resources needs.

Human resource system foundations. It (a) is driven by the agency's mission and goals; (b) is intended to integrate all available human resources to achieve agency mission and goals; and (c) has accountability in terms of improvements in agency performance.

Assumptions about change and human resource systems. These include assumptions that (a) change is natural and desirable; (b) planning, development, management, and change are all dynamic; (c) organizational transformation is not accomplished once nor is it accomplished through a single unalterable plan; (d) systems deals with dynamics of change or transition of the organization; and (e) human resource systems are integral to the overall strategic planning of an organization.

Value-added enhancements brought about by human resource systems. There are clear measurable consequences that can be demonstrated (a) on important performance and productivity indexes of the organization, (b) through better use of a diversified and expanded human resource capability, and (c) in maximum valuing of individual human capacities.

Characteristics of effective human resource systems. They are effective when (a) affected constituencies in agency are involved in the agency's human resource planning and development; (b) organizational culture, leadership, and climate are accounted for in planning; (c) systems approaches to accomplished desired ends are used; and (d) specific strategies are used to achieve specific changes and improvements.

SUMMARY OF A POINT OF VIEW

The viewpoint is taken that the rehabilitation environment is "person-made," rather than a hierarchical and bureaucratic semblance, and that the people in it are the most essential part of an organizational culture. Both the physical environment of a work place and its management environment are important if need for dynamic change is met through a systems approach to human resources. Rehabilitation organizations reflect the beliefs, values, aspirations, and qualities of its individuals and its leadership. Leadership establishes the tone for the organization's culture and climate. However, the organization's climate and culture have significant effects on practices, performance, and operational effectiveness and provide important vehicles for achieving desired change.

The overriding issue faced by rehabilitation is to build a better rehabilitation delivery system--one that continues to improve and one that efficiently changes as needs for qualified personnel in the state-federal rehabilitation program change.

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CHAPTER II

Chapter II

THE CHANGING WORK FORCE ...THE CHANGING WORK PLACE

IMPLICATIONS FOR HUMAN RESOURCES

The American work force and work place will experience dramatic alterations in their composition as well as their form. In fact, the next ten years will present employers and employees with a variety of unique and sometimes troublesome circumstances (Nagy & Wolf, 1990), which will continue to escalate. Hallett (1990) describes this escalation as the "Present Future, i.e., a time of rapid and profound change where the need to respond to the challenges of the future exists in the present" (p. 43).

Rehabilitation agencies are now experiencing the realities of the "Present Future," especially as we approach legislative reauthorization and regulate the Americans with Disabilities Act (ADA). The dynamic interaction between the changing work force and work place will create an environment in which rehabilitation will either flourish or flounder. Clearly, the needs and the rights of persons with disabilities are too critical to consider floundering, even as a remote possibility. Thus, our attention must be focused on methods, philosophies, values, and strategies which lead to successful results for clients.

THE CHANGING WORK FORCE

The work force of the future will be more diverse. It will increasingly become more female and more nonwhite. Literacy gaps will widen, with increasing proportions of the adult populations classified as "functionally illiterate" or unable to speak English. People with disabilities will become a newer source of workers as barriers to accessibility are removed. Add to that the diversity that comes from a multinational work force and the challenges that relate to an older work force, and it is clear: **Management practices, communication processes, and development issues will and must change** (McLagan, 1989, cited in Planning for the Year 2000). All of this diversity is and will be reflected in the rehabilitation agency.

Predictions and forecasts of the future from a number of sources reach similar conclusions (Coates, Jarratt & Mahaffie, 1990; Guinn, 1989; and Kovach & Pearce, 1990). The major work force changes are seen as ...

- A further expansion and acknowledgement of diversity in our population.
- More high school dropouts and less educated entry level applicants.
- An increased demand for recognition of work life and home life compatibility.

- Growing numbers of older workers, many in middle age, with fewer middle management positions available.

- A resurgence of training and retraining as a cost effective alternative to recruitment.

- An emphasis on rehabilitation ethics.

- Higher visibility of women in all aspects and levels of the work force, especially management and executive positions.

- A rise in the number of dual-career families who are less willing to accept relocation and transfer as a requisite of corporate success.

- A more demanding role for employee responsibility and participation in decision making.

- Fewer young people available to fill entry level positions where wages are lowest.

- An increase in workers of Hispanic heritage who are more vocal about wanting upward mobility.

Many of these trends have direct implication for rehabilitation but diversity, aging out, diminishing numbers, and family issues will be particularly important.

Diversity

Cultural diversity among those served, as well as in the rehabilitation work force, is rapidly increasing and will likely continue. Employers, managers, supervisors, counselors, and co-workers must develop sensitivity and an appreciative understanding of cultural distinctiveness. Sensitivity and understanding are necessary in order to maximize the important contributions such diversity brings to the agency's combined human resource. The rehabilitation work force must also become increasingly sensitive and skilled in responding to the rehabilitation needs of a consumer population with greater cultural diversity.

Diversification of the work force will challenge rehabilitation to be proactive and appropriately responsive. Such challenges are not strangers to the rehabilitation community. Since its inception, rehabilitation has advocated for the rights of persons with disabilities. In many ways, difference is the standard in rehabilitation practice. The strength of rehabilitation's commitment will be tested as more diverse groups demand services.

To be effective, rehabilitation must understand and accept that diversity is merely a portion of the larger human rights movement. Diversity is not solely comprised of persons of color or ethnic origin. Older people, women, and persons with disabilities also constitute a part of the emerging and diverse demography of America.

- All individuals, regardless of personal characteristics, have the right to equal opportunity. They should be guaranteed opportunities for active participation in the rehabilitation process. Their skills must be the determining factor rather than their personal characteristics.

- The right to independence reflects the need for diverse employees to assume greater responsibility and control over their own lives, to enjoy the privileges inherent in the rehabilitation work environment, and to share in the responsibilities of insuring the best work environment possible.

- All persons want and have the right to be respected as an individual. A major commitment in rehabilitation reflects the concern for the individual. Thus, the rehabilitation community is expected to welcome and advance full acceptance of the individual into the organization.

The contributions that people of diverse backgrounds bring to rehabilitation agencies are lost if agency managers and staff are unable to communicate, value, and manage because of cultural differences, gender, and disability issues.

Rehabilitation agencies need to provide education and training related to valuing and managing diversity. Rehabilitation educators and state agencies must collaborate to attract applicants representative of diverse groups. The many challenges of a diverse work force demand a systems approach to developing solutions to the important human resource issues.

As food for thought, the following scenario is presented:

You are a rehabilitation counseling supervisor, and several of your new employees are Puerto Rican and Mexican. You recognize that they consistently speak Spanish among themselves and you speak only English. You suspect the counselors' use of their native language may be a means of criticizing and mocking you. They are often laughing and you wonder what it is they are saying.

1. Should you be required to learn Spanish?

2. Why do you believe that these counselors feel more comfortable in their native language?

3. How could your rehabilitation agency facilitate their instruction in English, or should your rehabilitation agency facilitate their learning more English?

4. What do you consider to be the real issue/challenge/ problem?

Aging Out

Although organizations are becoming more diverse, they, including those in rehabilitation, are also becoming less hierarchical. More authority and autonomy is being placed in the hands of direct service and front line employees. The number of middle management positions is shrinking, and persons in such jobs are becoming more generalized rather than more specialized.

This trend occurs at a time when many of the current work force are entering their "middle" work years. As fewer middle management positions exist, there will be a need to retrain current staff or offer out-placement services so that persons do not experience a sense of career "flattening" after many years of productive contribution to an organization.

It is projected that 60% to 80% of current supervisors and managers in some state vocational rehabilitation agencies will be eligible for retirement within the next five years. Likewise, there will be significant staff and professional turnover in rehabilitation within the next ten years. It is imperative to initiate efforts now to insure that appropriate and smooth succession takes place in key leadership roles. Persons with promise need to be identified and groomed through relevant developmental activities. These leaders of tomorrow need to be prepared today so they will be ready to accept leadership responsibility and guide rehabilitation successfully and vigorously into the twenty-first century.

Diminishing Numbers

Redwood (1990) has predicted "The labor force will grow at only half the rate to which we are accustomed" (p. 74). This slow down in growth of labor pools will significantly impact employers who had previously tapped large labor supplies to fill their ranks. In the near future, these very employers will be looking at heretofore under utilized groups for new employees. Therein lies the advantage for rehabilitation.

Persons with disabilities and consumers from diverse groups have historically been disproportionately unemployed and in many instances underemployed. The Americans with Disabilities Act (ADA) might well be marketed as a "blueprint" for employers to access rehabilitation's consumers as a practical and valuable alternative to outmoded recruitment strategies.

Family and Work Place Issues

The family, as a social institution, has undergone tremendous change in the past forty years. Googins (1991) graphically depicts these remarkable changes with the following illustration:

The 1950 Family	The 1990 Family
Three children	One child
Mother at home	Mother at work
Parents age 22 when first child born	Parents age 35 when only child born
Mother-Father married fifteen years	Mother-Father divorced Father remarried
Grandmother lives in home	Grandmother lives alone or in extended-care facility

Family eats out few times per year	Family eats out three times per week
Children & Mother part of Scout troops	Children participate in after-school programs.

The most extraordinary factor of Googins' comparison is that only one generation separates the two "hypothetical" families. Indeed, more often than not, the combined income of the 1990 dual-career family equals in buying power what the male counterpart earned alone in 1940, with the further complication of a radical reduction in available leisure time.

As a result of the new pressures facing families, some employers are creating more "family friendly" work environments, including on-site child care and off-site assistance with elder care. Other benefits offered involve spousal job search services, "golden hellos" such as mortgage financing, flex time, longer maternity and paternity leaves, educational subsidies for employee's family members, and extended paid vacations (Solomon, 1988). It should be noted that employees are demanding that employers place some priority on their personal needs which affect their job performance.

Rehabilitation is faced with a dual responsibility in this area. State agencies need to be concerned with the family issues that impinge upon their employees. Counselors must also be concerned about the family benefits received by the consumers they served through the employers of these individuals.

Clearly, the interaction of the changes forecast for the work force of tomorrow (diversity, aging out, family, and diminishing numbers) impacts on rehabilitation and the outcomes for people with disabilities. If rehabilitation is to embrace change, increased opportunities for learning will occur leading to a continued dynamic stance for rehabilitation. Human resources are the assets of the future!

These expected work force issues can only be addressed by commitment to a strategic Human Resource Planning System.

THE CHANGING WORK PLACE

The 1990s are destined to become the period of Work Place Transformation." The hierarchical structures of the past and present are rapidly being replaced with participatory and "flattened" organizations where employee responsibility and empowerment are the rule rather than the exception. Hallett (1990) indicates that the creation of a productive and meaningful work place in the future will require nothing less than a complete shift in the basic models and assumptions that have driven our ideas of work and employment for the past 80 years.

The beginnings of this shift are already evidenced in a number of management practices. Consistent themes (McLagan, 1989 cited in Planning for the Year 2000; Hoffman, Rowley, & House, 1989; Hallett, 1990; Coates, Jarratt & Mahaffie, 1991; Miles, 1989; Christensen, 1988) in the evolving work place usually include some configuration of the following areas of expected change:

- High quality outcomes (products) with low-cost production will create terrain where pressures for employee productivity will heighten.
- Technological innovation will continue to transform the way work is performed. These innovations will present the need for even higher levels of computer literacy among all levels of employees.
- Quality and consumer satisfaction (loyalty) will be a primary focus for organizations both in the private and public arenas.
- Notably, employer success will become increasingly dependent on the versatility and creativity of its human resource infrastructure.
- Human service delivery organizations in public and non-profit sectors will experience more intense competition for governmental funds, community support, and clientele.
- Flexibility in work place structure and design will be desirable and profitable as autocratic decision structures disappear.
- Job sharing, flex place, flex time, and telecommuting will become commonplace by the end of the decade.
- Demands on time will escalate, creating more pressure and competition in situations where quality must otherwise remain constant.
- The global nature of economic and political realities will persist in providing expanded markets and act as an essential impetus for responsive work environments.

Undoubtedly, rehabilitation will be influenced by these changes in the work place. Persons employed in rehabilitation settings will be unable to escape the evolutionary transformations taking place in society and the world.

In like manner, persons with disabilities can expect enhanced acceptance and accommodation. Technological and personal empowerment will become the standard for everyone in the working world. Home-based employment will no longer be relegated to "cottage industries" but instead will offer many more entrepreneurial and enriching occupations. The emergence of artificial intelligence, telerobotics, and "smart" machines will create more opportunities in which persons with disabilities can actively participate and successfully compete.

Flexible work schedules, part-time or job sharing are commonplace in many state agencies. Some states have adapted technology, quality circles, and self-directed work teams to the work place. Overall, it will be the capacity and willingness of rehabilitation's human resources that will permit an energetic response in accomplishing the outcomes necessary for full independence of all persons with disabilities. Collaboration, synergism, and corporation will propel rehabilitation forward.

TODAY IS TOMORROW

If you appreciate the themes of the preceding discussion, you are concerned about effectively incorporating differences, inclusion, and cultural synergy within your work force and work place. The following thoughts and challenges warrant careful consideration by all rehabilitation personnel:

- Current leaders must create new opportunities for people and organizations to collaborate.
- Transformation is a current and future phenomenon which must be addressed.
- Diversity is desirable!
- Rehabilitation is and will continue to be affected by work force and work place changes.
- Diversity, aging, family, diminishing numbers and work environments are indivisibly linked in rehabilitation.
- Rehabilitation does not exist in isolation.
- Changing expectations of consumers and employers will in large part shape the future of rehabilitation.
- Human resources are and will continue to be our greatest asset!

SUMMARY

Rehabilitation needs to consider the positives that diverse employees can bring to the organization. Women, older workers, people with disabilities, and ethnic minorities can provide the organization with a "different" perspective adding to its competitive potential to positively impact outcomes for the organization.

Trends including family/work/child care or elder care will continue to be issues affecting rehabilitation agencies through the 1990s. The human resource issues will need to be addressed in order to sustain an effective work force. Advances in technology will require constant redefinition of work and require skill enhancement. Both of these factors require an integrated and systems approach to human resources.

The challenge for rehabilitation is obvious. If nothing changes but **desire**, no **positive** outcome will **occur**. Nadler and Nadler (1989) sum it up best in saying "The organization that does not give careful consideration to its [human resources and diversity] policies and practices will ultimately be doomed to failure" (p. 25).

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CHAPTER III

HUMAN RESOURCE SYSTEM

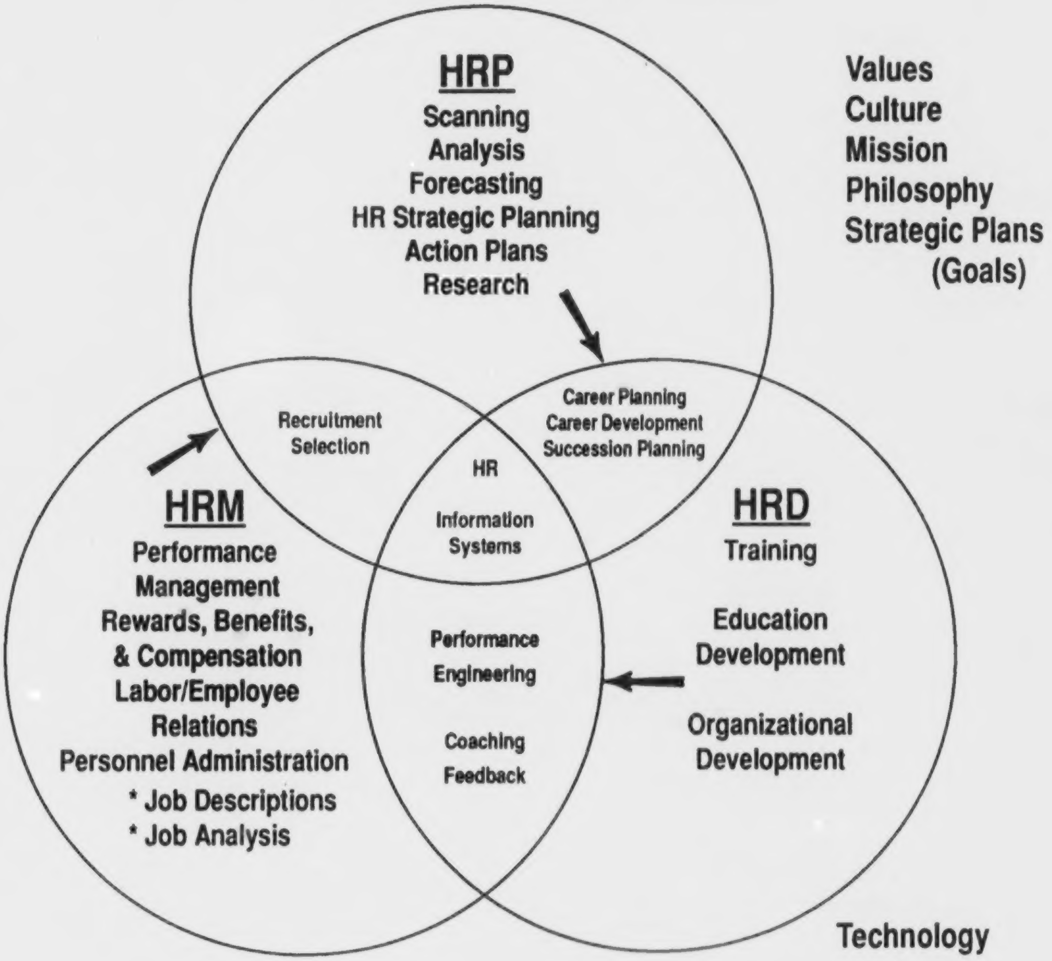
HRP
Scanning
Analysis
Forecasting
HR Strategic Planning
Action Plans
Research
Values
Culture
Mission
Philosophy
Strategic Plans
(Goals)
Recruitment
Selection
Career Planning
Career Development
Succession Planning
HR
Information
Systems
HRM
Performance
Management
Rewards, Benefits,
& Compensation
Labor/Employee
Relations
Personnel Administration
* Job Descriptions
* Job Analysis
Performance
Engineering
Coaching
Feedback
HRD
Training
Education
Development
Organizational
Development
Technology

Figure III-1

Chapter III

HUMAN RESOURCE SYSTEMS: A VALUE ADDED APPROACH

INTRODUCTION

Rehabilitation agencies are faced with numerous survival dilemmas. Budgeting decisions at the state and federal levels seriously impact available dollars for client services. Expanded demands from consumers for higher quality services create intense pressure on agency leaders to deploy resources to meet these growing needs. These environmental changes and major shifts in needs, values, and the culture of rehabilitation professionals and organizations demand a systems approach to resources--the people who deliver the services to consumers and employers. Other considerations include:

- Right sizing or downsizing forced by budget constraints.
- Impact of American Disability Act (ADA) and other legislation on consumers and employers.
- Demands for qualified rehabilitation professionals.
- Consumer empowerment.
- Diversity of client populations and rehabilitation work forces.
- Changing service technologies.

As the state-federal rehabilitation program moves from the 1980s into the 1990s and beyond, a critical analysis of its needs, roles, and functions in rehabilitation service delivery will become increasingly evident and important to rehabilitation professionals. Issues and questions which agency leaders must address include:

- Have rehabilitation organizations defined their mission and goals for growth, change, development, and effective human service delivery?
- Are the rehabilitation organizations allocating appropriate resources to achieve their mission of providing services to persons with disabilities (e.g., funds spent on administrative costs versus client services)?
- When new programs are started, can existing staff be redirected without adding new positions?
- Are the needs of persons with disabilities different today than in the past and what

they are likely to be in the future?

- Are rehabilitation organizations responsive to the demands of changing client populations?

- How can the administrator assure that organizational needs are compatible with individual and staff needs?

- What are the human resource needs of rehabilitation organizations, and how will they be met?

These and many other issues and questions will be raised by the state-federal rehabilitation program, among rehabilitation organizations, and rehabilitation professionals today and in the present-future. Assuming these questions are an accurate assessment of the present-future, how effectively will the state-federal rehabilitation program provide answers to these questions?

Rehabilitation organizations and professionals must respond to the many questions, opportunities, dilemmas, and crises facing rehabilitation. In the 1990s and beyond, it is necessary for rehabilitation organizations to examine carefully the manner in which they operate independently and inter-dependently. In short, rehabilitation organizations must begin to examine the manner in which they do business both with and for one another. They must acknowledge that to do business as they have in the past will probably not sustain the organizations or professionals in the future. Vocational rehabilitation is continuously undergoing change due to both internal and external factors. At the same time it must remain focused on the needs of persons with disabilities. Likewise, rehabilitation organizations and rehabilitation professionals will need to understand the transformations which have occurred and are increasingly occurring in the work force. How will the state-federal rehabilitation program respond to the dynamics of these changes vis-a-vis its employees and persons with disabilities? The most relevant and dynamic response is viewed through a "Human Resource System" (HRS).

Figure III-1 introduces the concepts of an HRS . It indicates the distinctive and common features of Human Resource Planning (HRP), Human Resource Management (HRM), and Human Resource Development (HRD).

HRS DEFINED

A systems approach considers the various components of an organization and their interrelationship and interdependence with other organization systems. Adopting a systems approach enables agency leaders to understand the larger picture linking essential components and sub-systems with the organization mission. It thereby brings a focus to achieving effective performance in the organization and therefore is a potent catalyst for organization change. The components of a Human Resources System are Planning, Management, and Development.

Human Resource Planning is defined as both a process and a set of plans which deal with jobs and people, addressing how an organization intends to implement its business plan from a human resources (HR) perspective. It is the process through which an organization determines its HR requirements and develops plans for how these resources can best be acquired, deployed, developed, and managed. It is not a one-dimensional program--it is neither succession planning, career development planning, nor planning for the HR function, though such activities are essential components--rather it is a process by which business and HR strategies are integrated (Page & VanDeVoort, 1989).

Human Resource Management is defined as the recruitment, selection, maintenance, development, and utilization of, and accommodation to, human resources by organizations (Gilley & Eggland, 1989). Human resources management is seen as a "strategic, comprehensive, integrative approach to the utilization of organizational human resources" (Nadler, 1985).

Human Resource Development is defined as an "organized learning experience sponsored by an employer and designed and/or conducted for the purpose of improving work performance while emphasizing the betterment of the human condition through integration of the organizational goals and individual needs" (Sredl & Rothwell, 1987).

In addition, HRS operate within an environment which consists of several elements (e.g., values, culture, mission, etc.) which interface and impact upon it. Managers of an effective HRS are confronted with incorporating and delineating the HRS mission such that it is compatible with its environment. The HRS and the environment must be in concert with one another--not in opposition. It must not only establish, develop, and implement its mission but must also recognize the mission of its customers. Consumers are important and relevant. In order to do so, it must be responsive, fluid, dynamic, and proactive in understanding its interrelatedness and philosophy of its environment. That is, an HRS must understand the environmental values, realities, beliefs, concepts, and attitudes of its employees, customers, state/federal government, business, and the general public. Failure of HRS to incorporate their philosophy(ies) will be self-destructive and counterproductive. In short, the HRS mission must be interwoven with that of its environment.

PHILOSOPHY OF HUMAN RESOURCE SYSTEMS

The elements (e.g., value, culture, philosophy) of the HRS environment represent tremendous opportunities for the development of an effective rehabilitation service delivery system. However, they may represent many barriers for the organization which is reticent and resistive to change. Such a posture would be both counterproductive and fatal to an organization which desires to enhance its effectiveness. Organizations must, therefore, be encouraged to be proactive and philosophically positive. They must view the entire environment as representing opportunities rather than obstacles or barriers.

Finally, HRS recognizes that its employees, its human resources, are the most important and valuable entity in an organization. It recognizes that the individual employee is dynamic, capable of growth and productivity and is vital to the health and productivity of the organization. An organization which employs and implements such a system recognizes the value of the individual as a positive force in achieving its goals.

PURPOSE OF HUMAN RESOURCE SYSTEMS

The purpose of HRS is evident within the definitions of the components of HRP, HRD, and HRM. The purpose of HRS is to plan, develop, and manage its human resources in order to achieve the strategic plans (goals) of the organization. The purpose of HRS is also to provide a method of assuring accountability, measuring the performance of the organization, minimizing loss of human resources, and managing human potential. Mahoney (1985) perhaps said it best: "It is a mind-set on the part of an organization's leadership that recognizes that each and everything that goes on in the organization is in some way influenced by its human resources -- and that human resources can be optimized" (p.21). Thus, HRS is not just a set of methods and procedures to achieve organizational goals. Rather, its purpose is to enhance the achievement of the mission of the organization.

For the state-federal rehabilitation program, the purpose of HRS is the same: to enhance the rehabilitation service delivery system in order to provide quality services to persons with disabilities. The challenge for the present-future state-federal rehabilitation program is to: (1) recognize the dynamic forces and components of the HRS, including its internal and external elements and (2) implement the necessary strategic plans to revolutionize its service delivery system. This will require an analysis of present systems and approaches and the implementation of new and innovative ones where needed. Changes which are made must be compatible with the needs, values, philosophy, culture, and political environment of its employees and customers, especially persons with disabilities. The agency cannot afford to only react to its internal and external environment. It must become proactive and incorporate the philosophy, values, approaches, and method of a Human Resources System.

OPPORTUNITIES OF HUMAN RESOURCE SYSTEMS

While some rehabilitation organizations and professionals might view change as troublesome and chaotic, HRS offers the opportunity for positive growth and change. Viewed as an opportunity, rather than a problem, HRS offers rehabilitation organizations and professionals a method by which to place greater emphasis on the employee for self-management and even for policy-making. It offers an opportunity to respond proactively and effectively to economic, demographic, political, and legislative challenges and competition.

Value Added

The philosophical framework in which the HRS operates is based on one which recognizes that all employees have the capacity for growth, change, and development. The philosophy of HRS recognizes the ability of all employees to make a positive contribution to the organization and the customers that it serves. The rehabilitation organization, in order to effectively adopt, develop, and implement an HR System, must also recognize the similar value and capacity of the rehabilitation staff to effectively serve the organization's customers.

Laird (1978) indicated that, "... people develop because an organization develops; the organization develops because people grow to new dimensions."

HRS is recognized as a comprehensive function. It is founded on a philosophy that attempts to unify a culturally diverse and creative work force in a collaborative effort to achieve organizational goals and objectives (i.e., the strategic plan of the organization).

An HRS maintains within its philosophical framework the concept of participatory management, a style where the worker is a part of the decision-making process. Effective organizations which incorporate a value-added approach have learned that empowerment of the employee is preferred. Thus, employee empowerment and the rights of persons with disabilities have become guiding philosophical principles. In short, individuals in the HRS are valued, trusted, and recognized as the critical variable in rehabilitation service delivery.

Rehabilitation organizations must recognize not only the role of rehabilitation professional and their value but also the role of persons with a disability--its customers. HRS must also be recognized as a continuous and dynamic process which emphasizes the organization's greatest resource--its employees. Jones (1981) suggests the program and practices of HRD focus systemically on not only the development of people but also the system as a unit. The emphasis is on the possibilities for the enhancement of the total human system. Professionals who employ HRS have recognized the value of a systems approach as opposed to managing only its separate components (i.e., HRP, HRM and HRD). Therefore, an effective HRS not only recognizes its employees and their value to the organization but also recognizes the interrelationships among HRP, HRD and HRM.

SUMMARY

A human resource system is an approach to human service delivery which recognizes that employees are the most important resource within an organization. Through the use of HRP, HRD and HRM, managers of HRS can direct their resources to develop and maintain the highest level of potential of their employees. An HRS recognizes and values the ability of its employees to engage in participatory management for their own development and that of the organization. Rehabilitation organizations and professionals can and must maximize their potential. They can accomplish that goal by becoming more proactive in their approach to rehabilitation service delivery. Such action will ensure the success of the state-federal rehabilitation program.

The effectiveness of an HRS approach is predicated by the Agency Strategic Plan. The HRP sub-system must be directly linked to the Strategic Plan. The following chapter describes the critical elements of HRP and their linkages to HRM and HRD.

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CHAPTER IV

HUMAN RESOURCE SYSTEM

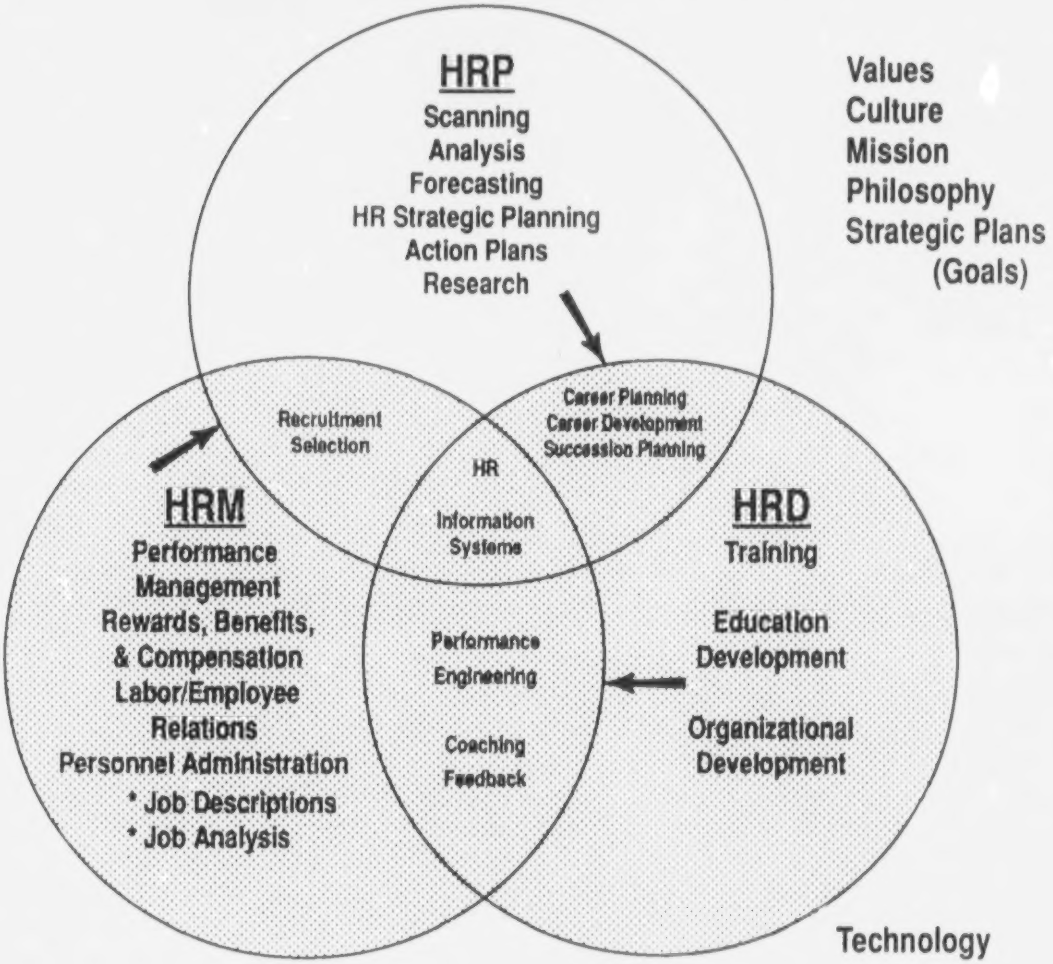

HRP
Scanning
Analysis
Forecasting
HR Strategic Planning
Action Plans
Research
Values
Culture
Mission
Philosophy
Strategic Plans
(Goals)
Recruitment
Selection
Career Planning
Career Development
Succession Planning
HR
Information
Systems
HRM
Performance
Management
Rewards, Benefits,
& Compensation
Labor/Employee
Relations
Personnel Administration
* Job Descriptions
* Job Analysis
Performance
Engineering
Coaching
Feedback
HRD
Training
Education
Development
Organizational
Development
Technology

Figure IV-1

Chapter IV

HUMAN RESOURCE PLANNING

- Change is discontinuous

INTRODUCTION

The changing work force and work place have been addressed in a previous chapter of this book. However, a few more words about how the change effects human resource planning is in order. Most public and many private organizations in 1991 still operate in a command and control organizational model which was developed by the Roman Army and perfected by the Roman Catholic Church (Juechter, 1988). Inherent in the hierarchal model is that people at the top know what is best and filter down commands to the rest of the organization. The people and staff in the organization are tools of production. Under this model staff are added or deleted depending on needs to produce and the financial resources available.

Starting in the 1970s and coming to realization in the 1980s, people came to be viewed as an important asset. Organizational needs were seen as not being incompatible with individuals' needs. The changing work force brought new values to the work place and things changed. The ad hoc tables of organization that had evolved were seen as a waste of resources.

The changes in the private sector spread to the public sector by the late 1980s. The rehabilitation agency was no exception. The cycles of change in public sector rehabilitation agencies have historically been characterized as the "giddyap and whoa programs." This metaphorically refers to the uneven supplies of financial resources driven by legislative mandates of expanding programs to serve new disability groups. Looking back, many would say there were more surpluses than deficits, more fat than lean times. There is much evidence now that the golden age of vocational rehabilitation ended sometime in the early 1980s.

In an era when change is constant and random, and resources are limited for the indefinite future, it is necessary to break out of old ways of thinking. Instead of the feast or famine cycles of the '60s, '70s, and '80s, the decade of the '90s promises to bring a new set of uncertainties. All economic, political, and social trends send the message that limited resources will be a condition of this decade. That we must strive to improve our planning cycles, e.g., operating and business plans, is evident.

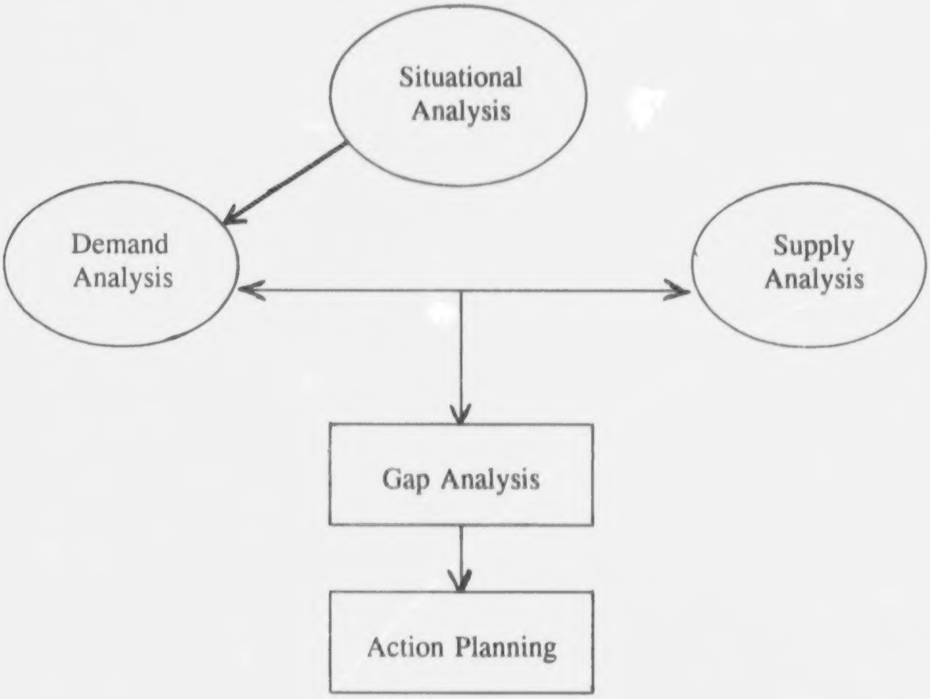
Public sector vocational rehabilitation agencies became aware in the 1980s of the value of strategic planning. Program and budget planning became an integral part of state and operating plans. The missing component was human resource planning. The challenge to state VR agencies is twofold: (a) to develop an awareness of the importance and value to the organization of human resource planning; and (b) to integrate human resource planning into the strategic business plan of the agency.

Human Resource Planning Defined

Human resource planning (HRP) has been defined as both a process and a set of plans which deal with jobs and people--addressing how an organization intends to implement its business plan from an HR perspective. HRM and HRD activities will be driven from the Human Resources Plan of the agency. The relationships are depicted in Figure IV-1 and the linking strategies in Table IV-2. It is the process through which an organization determines its HR requirements and develops plans for how these resources can best be acquired, deployed, developed, and managed. It is not a one-dimensional program--it is neither succession planning, career development planning, nor planning for the HR function, though such activities are essential components--rather it is a **process** by which business and HR strategies are integrated (Page & VanDeVoort, 1989).

DESCRIPTION OF FUNCTIONS/TASKS

Whether long-term or short-term, traditionally all human resource planning processes consist of two phases: (1) analysis and (2) action planning. The necessary analysis for action planning is depicted in Figure IV-2 and explained below.



Analysis/Action Planning

Figure IV-2

Phase I: Analysis

Situation Analysis. Situation analysis involves both external and internal environmental scanning. Schrenk (1988) defines scanning as a data-oriented activity and a process that focuses on specific events, developments, and/or trends to identify strategic issues. He stipulates that scanning can help the HR professional achieve a closer, more effective partnership with line management through the achievement of greater knowledge of the organization and its direction. By becoming an expert on environmental trends, the HR professional can provide valuable information and perspective to other members of the management team. This, in turn, can help the team make better long-term business and HR decisions. According to Schrenk (1988), a basic premise is that scanning provides a rational basis for action by anticipating future conditions.

There are two types of environmental scanning: external and internal. External scanning involves researching the economic environment, e.g., state and federal appropriations, political trends, labor relations, etc. Internal scanning addresses such issues as trends in funding, programming, technology, and employment. Internal scanning identifies key human resource issues through such means as grievance analysis, opinion or attitude surveys, and focus interviews with small groups of employees. The analysis of the information obtained through the scanning process defines the context of the agency.

Demand Analysis. Demand analysis identifies projected needs for staff based on such issues as caseload size, classifications, and program objectives. The process involves determining the business factor(s) to which work force size can be related. Changes in the factor(s) are proportional to the number of employees required. Human resource requirements are determined through a number of mechanisms such as forecasting, job analysis, succession planning, and EEO/affirmative action requirements. A more comprehensive list of the determinants of HR requirements and subsequent action plans can be found in Table IV-1.

A combination of forecasting approaches, including extrapolation and prediction, can be employed for use in Phase II of the HRP process. Extrapolation is a forecasting method which is firmly grounded in data but usually assumes a continuation of whatever trends are revealed in the data. It usually does not provide for discontinuities or natural limits. Prediction is a data-based approach but usually forecasts only a single situation or series of events (Schrenk, 1988). An alternative approach is needed to analyze trend data in light of information obtained through the scanning process described above, thus revealing multiple scenarios of future needs.

Supply Analysis. Supply analysis is the determination of available human resources over the planning period (one year and beyond). It involves the development of an inventory of current talent by a skills and interest data bank and an examination of performance evaluation information.

The demand and supply analyses will determine the differences between the projected demand and supply of people. The resulting gap analysis serves as the basis of Phase II in the HRP process, action planning.

Table IV-1
Human Resource Planning Components

HR/Requirements Determined by:

- Forecasting
- Job Analysis
- Job Design/Restructure
- Volumes
- Productivity
- Technology
- Organizational Structure/Restructure
- Financial Resources
- Targets/New Programs
- Succession Planning
- Career Pathing
- Research
- EEO/Affirmative Action

Action Plan - Replacement	Action Plan - Selection
Attrition - Downsize	Promotion
Replacement - Downgrade	Lateral
Upgrade	Recruitment
Different	

(Perrin, 1990)

Phase II: Action Planning

In this second phase, action plans are designed and strategies are formulated. There are four basic human resource planning strategies: (a) acquire, (b) develop, (c) manage, and (d) divest. The strategies and corresponding HRM/HRD programs chosen depend upon the short and/or long-term opportunities and constraints (Table IV-2).

Table IV-2
Linking HRP Strategies to HRM/HRD Programs

Strategy	Focus	HR Programs
Acquire	Recruitment	• Recruitment • Selection/Placement • Promotion & Transfer • Compensation Policy/Program
Develop	Development	• Training/Education Development • Management Development • Mentoring • Career Planning • Succession Planning • Organizational Development
Manage	Productivity & Performance Improvement	• Performance Management • Incentives/Rewards • Productivity Improvement • Climate/Culture
Divest	Capacity Reduction	• Hiring Freeze • Work force Alternatives • Work force Resizing • Replacement Analysis • Early Retirement Incentives • Lay Offs

(adapted from Page and VanDeVoort, 1989)

CHALLENGES AND STRATEGIES

According to Walker (1990, p. 55-61), the most important human resource issues are those that focus on critical business concerns, such as:

- Achieving and sustaining cost competitiveness (downsizing and eliminating unnecessary work).
- Achieving competitive differentiation through service quality (client satisfaction).
- Implementing organizational restructuring.
- Increasing delegation of authority and responsibility (streamlined approval processes, increased employee involvement, empowerment to act).
- Enhancing organizational effectiveness (team building, shared visions and values).
- Developing leadership.
- Enhancing work force capability and motivation (staffing, development, communications and involvement).

All of these issues have human resource planning implications.

The implementation of HR strategies in the 1990s will require HR professionals to focus on end results and resolve issues, not merely attend to the means (Walker, 1990). In the past HR professionals could implement HR activities without being held accountable for the organizational impact. HR professionals in the 1990s cannot afford to operate this way, least they become obsolete. Rather, they must develop the ability to move easily in their thinking from environmental trends, to strategic organizational responses, to related HR implications (Portwood & Eichinger, 1986). They must translate HR issues into action plans with defined accountability and measures of success (Walker, 1990).

In short, the human resource professional in the rehabilitation organization must be seen as a fully integrated partner with program planning and service delivery. The human resource function must be held accountable for the organizational performance and accomplishment of the agency's mission and goals. Sound strategic partners must have intimate knowledge of each unit within the agency; they must know and understand the goals of the line manager, pay attention to the technical side of the business, read the strategic plan, ask questions, and provide practical assistance to the line manager (Peters & Wargo, 1988).

Table IV-3 identifies the critical functions and tasks associated with human resource planning and the future challenges and strategies for HR professionals in the HR planning process.

Given the financial reality which currently exists in rehabilitation across the country, the future will most likely entail organizational restructuring and streamlining. The challenge is to transform this situation from a problem into an opportunity. From an HR perspective, the challenge lies with the management, development, and redeployment of human resources to facilitate organizational transition.

Table IV-3
HRP Functions/Tasks and Future Challenges/Strategies

Functions	Tasks	Future Challenges/Strategies
Scan the external and internal environment (scanning)	Research the economic environment Identify trends in funding, programming, technology, and employment Identify key HR issues	Continually changing environmental factors make it difficult to ensure the accuracy of current information.
Maintain HR inventory	Compile position description data Compile employee movement data Compile personal characteristic data Compile critical skills list	Does agency relate changing nature of work to redefining job duties?
Analyze HR inventory (analysis)	Track patterns in employment (e.g., turnover, characteristics of staff, staff ratios) Prepare reports with findings/conclusions	Agencies may have limited data system capacity.
Shape HR strategies (strategic planning)	Distribute inventory and trend data to top management Detail findings/conclusions Apply findings to strategic alternatives/scenarios Develop HR implications for each strategic initiative	Some rehabilitation agencies are not strategic plan focused. HRP is not integrated in strategic planning of agency. Authority/responsiblity of HRP unit must be clear.
Forecast HR needs (forecasting)	Review research/data or internal and external scans Summarize implications of strategic initiatives Estimate HR needs (short and long term) Estimate HR supply Document gaps/needs	Forecasting is cyclical/reactive to emerging target priorities. Should rehabilitation develop specialists, generalists, or a mix? HR supply data is limited.
Conduct HR programming (action planning)	Establish Goals Develop scenarios/alternative actions Review/select preferred alternative Develop action plan Obtain commitment Implement/evaluate plan	HR manager must have access to executives for scenario development decision, and implementation.
Conduct special studies	Design and implement studies	
Develop and communicate HRM policy	Develop/update HRM policy/procedures	Personnel or technician drive HR policy Role of labor in policy development

Table IV-3 (Continued)
HRP Functions/Tasks and Future Challenges/Strategies

Functions	Tasks	Future Challenges/Strategies
Conduct HR programming (action planning)	Establish Goals Develop scenarios/alternative actions Review/select preferred alternative Develop action plans Obtain commitment Implement/evaluate plans	HR manager must have access to executives for scenario development decision, and implementation.

HUMAN RESOURCE PLANNING AND SUCCESSION PLANNING

Description of Functions/Tasks

In order to understand what succession planning is, it may be helpful to understand what it is not. Succession planning is not career planning, nor is it career development. Career planning refers to individual processes and intends to meet individual needs. The provision of a career planning program can enable employees to acquire the information and skills they need to make informed and realistic career choices and communicate those choices to the agency. Career development is ongoing, rather than a one-time event. It represents a strategic effort to create a balance between (a) the individual's career aspirations, skills, abilities, and current performance level and (b) the agency's work force requirements as determined by human resource planning efforts (Leibowitz, 1987; Leibowitz, Farren, & Kaye, 1986). Both career planning and career development will be discussed in greater detail in Chapter VI.

While career planning programs are generally employee initiated and oriented, succession planning programs are initiated by the employer to insure the development of a sufficient number of qualified persons to fill future vacancies in key managerial and professional positions (Carnazza, 1982). Succession planning differs from career development in that it does not encompass support and line staff but focuses on managerial, supervisory, and professional staff.

Succession planning is concerned with maintaining present programs, insuring the development of new initiatives, and identifying people who can help the organization in the long-term move in new program directions. An effective succession plan must be strongly linked to the business plans of the agency. According to Ed O'Malley, Director of Personnel, Port Authority of New York and New Jersey, it is not only about developing leadership within the organization, it is also about developing a shared sense of vision, a sense of belonging, of teamwork (McManis & Leibman, 1988).

Challenges and Strategies

There are a number of important reasons why state VR agencies should be concerned with the development of succession plans in the 1990s. First and foremost is something referred to more and more as the "retirement phenomenon" in the rehabilitation field.

The 1960s through the mid-1970s, often termed the golden era of rehabilitation, was characterized by rapid growth in professional and support staff in state VR agencies. As a result of this growth which occurred during a relatively short period of time, there is now growing concern over the number of rehabilitation professionals who will be retiring during an equally short time frame. If predictions of attrition due to retirement are accurate, there will be serious human resource implications for VR agencies throughout the country (Crisler, 1989). According to Crisler, if normal organizational development patterns continue, rehabilitation agencies can be expected to lose a great deal of the leadership that has been developed over the past 30 years. Since many of the professionals hired during the expansion years were promoted to leadership positions in agencies, recruitment of qualified staff to fill the positions vacated by retirement may be difficult. Crisler (1989), cites the following reasons:

1. Decreased funding since 1975 for the training of new personnel;

2. A limited personnel pool from other human services programs to draw from, due to their own retirement phenomenon;

3. Competition for qualified rehabilitation professionals from the private sector; and

4. National competition for qualified rehabilitation professionals between state VR agencies.

It is suggested that when the retirement of experienced, well trained staff in leadership positions occurs, a gap in expertise will certainly follow. The results may be viewed as an opportunity to refocus and redirect resources and energies and to implement changes. It is clear that enduring and meaningful change must be planned (Crisler, 1989). This underscores the need to formulate succession plans, and meaningful succession plans must be based on the agency's human resource plans.

Another equally important reason to develop succession plans in the 1990s is the growing concern over a shortage of qualified rehabilitation professionals nationally. Organizations such as NCRE, RSA, CSAVR, NRCA, and ARCA are all discussing what constitutes a qualified provider under the rehabilitation act. In addition, various studies have been conducted on the issue of human resource shortages in the rehabilitation field.

Section 304(c) of the Rehabilitation Amendments of 1984 required RSA to develop a long-term rehabilitation manpower plan designed to target resources for areas of personnel shortages. In response to this legislative directive, RSA conducted a national assessment of personnel shortages in the field of vocational rehabilitation. Critical shortages were defined as... "regional or national shortages which result in reductions in the quantity or quality of services to levels substantially below those judged necessary to serve current rehabilitation clients or to expand services to under served populations" (Pelavin, 1987).

The study revealed that a high number of unfilled positions existed for rehabilitation counselors nationally. Pelavin concluded that a training area with a very large number of unfilled positions, such as rehabilitation counseling, indicates a significant personnel need, even if the percent of unfilled positions in that occupational area is not high. Survey results showed that at least 40 percent of the state VR agencies indicated they had an unsatisfactory pool of applicants in the areas of rehabilitation of the blind, rehabilitation counseling, and rehabilitation of the deaf. To determine if any shortages were attributed to a lack of trained or educated applicants, the agencies with inadequate pools of applicants were asked to identify the factors that contributed to this inadequacy. Inadequate education or training was the most frequently cited factor for the areas that ranked highest for having an inadequate pool of applicants (Pelavin, 1987). While the results of this study were published in 1987, it has succession planning relevance today.

The U.S. Department of Education, Office of Special Education and Rehabilitative Services, Rehabilitation Services Administration, conducted a national training needs analysis and published their results in 1990. Their reports indicated an expanding need for training rehabilitation generalists at the undergraduate level to work not only in state vocational rehabilitation agencies but also in facilities providing services to VR agency clients, in Independent Living Centers, Supported Employment, and Consumer Advocacy Programs. State VR agencies reported that with the on-going changes, and increasing priorities to serve special populations in the State/Federal VR program, it is important to have a pool of well qualified individuals at the entry level to work with severely disabled clients (RSA, 1990).

Further, the regional reports unanimously agreed that there is a critically important need for Master's level training for rehabilitation counselors. This information reinforced the results reported by all previously funded RSA personnel needs studies. All studies, present and past, have indicated on-going vacancy rates for qualified rehabilitation counselors in state agencies and facilities (RSA,1990).

Finally, the regional reports addressed the growing deficit of qualified administrative, managerial, and supervisory professionals entering the field of rehabilitation. Surveyed agencies projected a significant scarcity of qualified management personnel in rehabilitation programs. It was noted that many of the present employees of VR programs have specialized training, but few have educational backgrounds related to management or supervision (RSA, 1990).

According to Riggar, Crimando, and Bordieri (1990), at the upper or more advanced levels of qualifications, a sellers' market exists. They note that given the rapid increase of the private for-profit sector in rehabilitation, many qualified personnel are attracted to higher paying jobs than are generally available in local facilities, agencies, and workshops. Thus with the exodus of many rehabilitation professionals from state VR agencies to more lucrative career opportunities in the private sector, coupled with the retirement phenomenon, national retrenchment efforts which include early retirement incentive programs, and a shortage of qualified rehabilitation professionals nationally, succession plans are needed now more than ever.

The loss of managerial and professional staff results in disruptions of work flow, loss of knowledge, and loss of relationships. The longer vacancies exist, the greater the disruption to the organization. Accordingly, the need to have succession plans in place prior to the exodus of managerial and professional staff is evident.

The first step in succession planning is to forecast the managerial and professional needs for the agency, taking into account projected loss of staff, anticipated expansion of the agency, new directions or projects, changes in positions and/or qualifications, and key jobs now and in the future. An inventory of current staff coupled with the forecast should allow for the development of continuity plans, permitting the identification of those who are ready for promotion to various positions, those who could be promoted in an emergency, and those who have potential for the future. Continuity plans need to be updated at least once each year taking into account changing needs and conditions of the agency.

Although the succession planning system is generally developed and managed by the HR department, it is a line management tool to help meet the business needs of the agency by ensuring that high quality managers/professionals are available on a timely basis. A well planned and executed succession planning program can be the cornerstone for any organization's human resource planning system, and McManis and Leibeman (1988) offer the following tips on planning and implementing a system:

- Garner top management support for the program at the onset to ensure that succession planning has high visibility and is taken seriously by line management;
- Tailor the program to meet the specific needs of the agency;
- Design and structure the program as a management tool to be used by line managers;
- Avoid developing a program which is too complex or too cumbersome;
- Ensure compatibility and consistency with other HR programs;
- Automate the system to facilitate data maintenance and retrieval.

LINKING HR PLANNING AND THE AGENCY'S STRATEGIC PLAN

Golden and Ramanujam (1985) examined the developmental processes organizations experience as they attempt to establish greater integration between human resource planning and an organization's strategic operating business plan. As a result, they identified four developmental stages, characterized by progressively greater linkage or integration, as illustrated in Table IV-4. They also identified several factors at both the organizational level and the human resource level which seem to contribute to increased integration (see Table IV-5).

In order to better understand the relationship that exists between an agency's HR function and its strategic efforts, Golden and Ramanujam (1985, p. 430) suggest considering the following questions:

- What is the history of integration between human resource planning and strategic business planning in your agency?
- What factors hindered/assisted integration?
- Why has integration developed in your agency as it has?
- What is the current level of integration?
- What factors are maintaining the current status?

Linkage of human resource plans to the operating plan of the rehabilitation agency makes good management sense. State directors of rehabilitation agencies across the country should ensure that the principal human resource professional within the agency is an active member of the executive/senior management team. Conversely, human resource professionals must sell the

Table IV-4
Developmental Stages of Integration Between Human Resource And The Strategic Business Operating Plan of the Agency

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Administrative Linkage

- HR functions in traditional administrative role
- No long-term strategic focus
- No organizational support for integration
- Senior management regards the HR function primarily as a paperwork function

One-Way Linkage

- Agency's business plan drives HR activities
- HR function is reactive and designs systems or programs to help implement the agency's objectives
- HR has no impact on strategic business operating plan

Two-Way Linkage

- A reciprocal relationship exists whereby the agency's business plan impacts HR activities and HR-related issues impact Agency's business plan
- Senior management officials begin to respect HR's input in the planning process and recognize that in some cases HR-related issues may drive strategy formulation decisions.

Integrative Linkage

- A dynamic, multifaceted linkage exists that is based on an interactive, rather than a reciprocal, relationship
- HR director is considered an integral member of senior management team on a formal and informal level
- HR director provides input and makes decisions on business strategies not directly involving HR considerations

(developed from Golden & Ramanujam, 1985)

Table IV-5
Factors Contributing to Increased Integration Between Human Resource Planning and The Strategic Business Operating Plan of the Agency

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Agency Related Factors

- High level of labor intensity
- Need for highly skilled labor
- Senior management's view that the role of the HR director should be one of a strategic business partner

HR Professional Staff Related Factors

- Extensive knowledge of the business of the agency and use of that knowledge in the formulation/implementation of HR activities
- The existence of a human resource information system
- An understanding of how informal power is acquired and maintained in the agency
- Change facilitation skills
- An ability to identify/develop effective plans for managing future challenges

(developed from Golden & Ramanujam, 1985)

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state director and top management on the value of integrating human resource planning with the agency operating plan during the planning cycle. The following are recommended steps for implementing and integrating human resource planning in the rehabilitation agency:

1. Build collaborative structures and relationships with line managers, task forces, matrix groups, etc.

2. Always discuss human resource planning as being in concert with the rehabilitation agency's mission, vision, values, and goals.

3. Fight for participation at the top level as a human resource professional/partner with other senior staff.

4. Deal with real agency issues. Be both rehabilitation people and human resource people.

5. Sooner or later the director and other senior staff must be convinced of the logical integration of human resource planning with the strategic plan of the agency. Know the players and pre-sell them individually before making your big pitch. Be ready and eager to defend your ideas.

6. Educate other parts of the agency about human resource planning issues. A goal should be to have field managers do human resource plans as part of the agency's plan.

7. Get to know the rehabilitation program, but keep the human resource perspective on people issues.

8. Elicit peer support and model human resource practices in your own department.

9. Be traditional and progressive at the same time. Combine rationality with intuition and creativity.

10. Have a good story to tell with evidence of the value of human resource planning as it directly relates to the effective performance of the agency.

11. Many human resource professionals play the role of "change agent" in the organization. Know the organizational/rehabilitation culture inside and out.

SUMMARY AND CONCLUSION

Linkage, or integration, between human resource planning and the strategic operating business plan of the agency cannot be expected to occur overnight. It will require (a) proper environmental and cultural context; (b) support from state directors, administrators, and other top level officials within the agency; (c) possession of a high level of knowledge about the business of the agency by HR professionals, and (d) adequate skills of persuasion necessary to engender integration.

Walker (1990) suggests concentrating on issues to assure HRP practicality and relevance. Rather than embarking upon several strategies at once, he recommends focusing on a few important, actionable concerns. This entails translating broad plans (such as streamlining the agency) into specific operational plans, objectives, and activities, such as implementing a performance management system to maximize the performance and productivity of staff or implementing a career development system to maximize employee potential and match skills and interests of staff with agency needs. The focus of the next two chapters is on these two action oriented programs--human resource management and human resource development.

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CHAPTER V

HUMAN RESOURCE SYSTEM

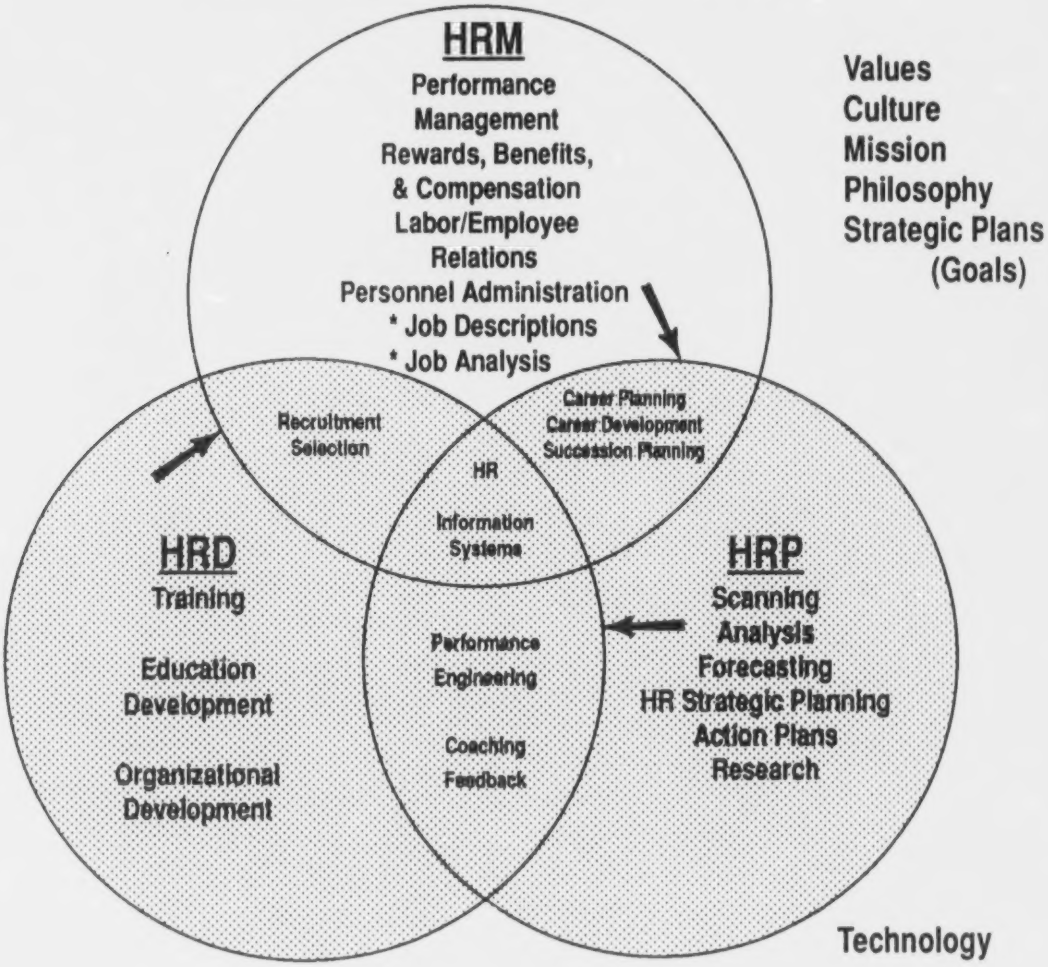
HRM
Performance Management
Rewards, Benefits, & Compensation
Labor/Employee Relations
Personnel Administration
* Job Descriptions
* Job Analysis
Values
Culture
Mission
Philosophy
Strategic Plans (Goals)
Recruitment Selection
Career Planning
Career Development
Succession Planning
HR Information Systems
HRD
Training
Education Development
Organizational Development
Performance Engineering
Coaching Feedback
HRP
Scanning
Analysis
Forecasting
HR Strategic Planning
Action Plans
Research
Technology

Figure V-1

Chapter V

HUMAN RESOURCE MANAGEMENT

INTRODUCTION

Defining human resource directions necessary to carry out the agency business plan is the basic foundation for human resource management and human resource development functions. Rehabilitation agencies in the state/federal system, as well as private and not for profit, recognize that human resources are most critical to their success. Broad fluctuations in available revenues and increased costs of rehabilitation have all underscored the essential contributions of staff resources to achieve the rehabilitation of individuals with disabilities. In times of crisis, state agencies have continued to provide excellent services without having case service resources by tapping the creative ingenuity of staff.

Human resources management (HRM), as a set of organization functions, evolved from the need to provide a systematic process to personnel, compensation, and benefits programs. The changing environments faced by organizations over the past three decades have resulted in organizations adopting the HRM system concept to achieve improved results.

French (1982) describes the emergence of HRM from nine interrelated sources:

1. Technological change increasing specialization of labor force
2. Emergence of collective bargaining
3. Scientific management
4. Early industrial psychology
5. Government personnel practices
6. Personnel specialists
7. Human relations movement
8. Behavioral sciences
9. Social legislation and court decisions of 1960s and 1970s

The evolution of HRM in rehabilitation agencies has paralleled, at least in part, HRM development in the private sector. The early emphasis on personnel/compensation functions of HRM served the needs of rehabilitation in the 1950s and 1960s. Most often these activities were either carried out or dictated by state civil service agencies or host departments. Therefore, rehabilitation leaders today may not have a good sense of the historical development of HRM roots.

During the 1950s, '60s, and early '70s, leaders emphasized physical resources and technology to address organization productivity and efficiency.

> While much of the potential of automation and information technology has already been realized, we have only begun to apply the new technology of human

> resources management. The technology of human resources management consists of creating those conditions within an organization which make it possible for individuals to contribute 100% of their potential to the organization. . . . (Schuster, 1980, p. vi).

By the mid-1960s, state programs began to expand rapidly, creating demands for rehabilitation professionals. Within agencies, a major emphasis on recruiting and in-service training created a need for the early "training officers" in our agencies. At the same time, the Rehabilitation Services Administration (RSA) initiated major funding efforts to assist in the pre-service and in-service training activities.

The evolution and growth of rehabilitation over the past twenty years have been marked by major changes in the consumer populations served, improvements in rehabilitation service technologies, the expansion of private sector stakeholders, and competitors in rehabilitation. The expanded mandates of the Rehabilitation Act, the advent of selective state initiated programs combined with under-funding of existing program efforts (independent living and rehabilitation engineering) reflect continuing dissonance and challenges for rehabilitation leaders and HRM practitioners. These developments exist in a climate charged by consumer empowerment, concern for service quality., customer satisfaction, and decreasing value of dollar resources.

Human Resource Management Definition

Human Resource Management has been defined as the systems, functions, or services which address improvement in human resource utilization. Two prominent authors define it in this way:

> Human Resource Management is seen as a strategic, comprehensive, integrative approach to the utilization of organizational human resources (Nadler, 1985, p.12).

Tracey (1985) defines Human resources management as that area of organization life that focuses on the effective management and utilization of people.

The focus of an HRM technology or system is to improve organization performance through the effective and efficient utilization of human resources. The HRM system must address both organization achievement and individual performance/development needs.

> Any time we try to improve an individual's output solely by changing the input of knowledge or information or skills to that individual we are making the naive assumption that this person exists in a performance vacuum, isolated from and immune to the rest of the organization (Rummler & Brache, 1988).

To achieve improved organization results and maximize individual performance, the HRM system must address numerous issues, including motivation, rewards, knowledge/skill acquisitions, organization culture, consequences, problem solving strategies, team building, and technical systems effectiveness.

Figure V-1 outlines a model of the inter-relationships among human resource management, human resources planning, and human resource development. In order to achieve improved human resources utilization and efficiency, these functions must interact with all aspects of the organization and be driven by the organization development and strategic planning system of the agency.

Table V-1 describes the set of human resource functions necessary to implement a professional HRM system. This table also details a list of challenges which rehabilitation agencies and HRM professionals in rehabilitation must consider if the HRM system is to be successful in achieving improved performance. Each of the HRM functions and tasks is described in detail in the following section. A brief synopsis of the particular challenges and opportunities facing rehabilitation is also provided for each HRM function.

PERFORMANCE MANAGEMENT

Description of Functions/Tasks

Performance management is the total process of observing an employee's performance in relation to job requirements over a period of time and then of making an appraisal of it. Information gained from the process may be used to determine the relevance of individual and work group performance, to organization purpose, to improve effectiveness of the unit, and to improve the work performance of employees (Levinson, 1979).

Making operational any performance management and appraisal system is within the purview of line supervisors. Through an organization's chain of command and delegation of authority and responsibility, each manager, supervisor, and staff member is accountable for carrying out explicit job responsibilities which contribute to the achievement of the organization's goals.

The HRM leader must provide an overall systems perspective to agency administrators, supervisors, and staff. The dynamics and linkages between HR functions and the agency mission, values, goals, strategic plans, and technology systems must be clearly understood by HR staff.

Agency strategic plans, operational plans, and long-range plans must be translated into individual staff performance plans. These plans bring operational meaning and clarity to a person's job description. HR specialists must clarify agency management philosophy and values to answer these process questions. Are plans mutually developed, top-down, "negotiated," or mandated?

Acceptable performance plans require establishment of valid performance standards. Standards have been a point of contention for years by managers, HRM staff, and concerned employees. Debates have focused on the derivation of standards, valid and reliable measures of staff efficiency and effectiveness, whether standards can be quantified, whether standards are results based, or whether standards are focused on individual behaviors. Achievement of

Table V-1
HRM System Components and Functions

Functions	Tasks	Future Challenges/Strategies
Performance Management	Plan performance within job description and class standards Monitor performances Appraise performance Reinforce performance Implement developmental plan to address gaps Ensure disciplinary system Evaluate system's effectiveness to achieve organization and individual achievement/development	What are customer/results-oriented standards applied in appraising performance Does performance management system reflect agency strategic values-consistent with management philosophy Supervisory skills to address standards, control functions, coaching and discipline to bring about improved results Who has responsibility for results/performance Are there enough resources to address developmental gaps
Rewards/Benefits and Compensation	Establish compensation policies Establish pay/benefit/reward structures Develop compensation plans Administer compensation/rewards Communicate with employees	How to design/implement non-remunerative rewards Pay and benefits may be fixed by union contracts and state Civil Service system Supervision understanding of intrinsic and extrinsic rewards - impact on motivation and behavior
Labor/Employee Relations	Contract Negotiating Prepare for negotiations Negotiate contract Resolve impasse	Developing organization scenarios for contract negotiation Role of state agency and HRM unclear within state civil service or host department
	Contract Management Implement/administer contract Develop/implement labor management policy Maintain grievance system	Agency management and staff issues get lost in state level negotiated contracts
	Establish/Regulate Working Conditions Develop/negotiate health, safety, and environmental policies Develop/implement policies prescribed by law (OSHA) Enforce policies Monitor/evaluate/modify policies	Labor/management collaboration needed to design and implement programs How should agency position itself to model prevention and wellness programs

Table V-1 (continued)
HRM System Components and Functions

Functions	Tasks	Future Challenges/Strategies
People Administration	Analyze and Design Jobs Describe job requirements (tasks, behaviors to produce results) Specify knowledge, skills, and abilities needed Design job, document job description Monitor job-reassess-redesign	Impact of technology to improve efficiency and change job descriptions or demands Defining/negotiating new job category with state civil service
	Classify Positions Establish positions Abolish positions Evaluate and restructure positions	Does state agency HRM staff have authority to address classifications
	Appoint/Move Employees Hire external applicants or Redistribute internal staff Separate employees (dismissed, lay-off, retirement, resignation) Conduct exit interviews	
	Maintain Personnel Data System Determine data needs Gather/maintain data Present data	Resistance from state civil service, host departments to carry out tasks Determining useful data
Recruitment and Selection	Prepare to recruit Review and revise job analysis Develop recruitment plans Assemble information packages Identify recruitment sources	University programs decentralized coordination across regions difficult
	Recruit Establish relationship with source Promote (e.g., career days) Contact potential recruits	Episodic needs - dollar driven Competition with private sector

Table V-1 (continued)
HRM System Components and Functions

Functions	Tasks	Future Challenges/Strategies
Recruitment and Selection (continued)	Develop/Maintain Applicant Pool Accept/screen applications Ensure applicant pool reflects diversity of population Examine applicants Maintain qualified pool Provide feedback	State Civil Service Systems restrict applicant pools based on generic or non-relevant testing procedures Existing recruitment sources not representative of diversity of population Need affirmative recruitment plans Impact of RSA definition of qualified rehabilitation professional on recruitment pool
	Conduct Selection Process Screen applicant Conduct background checks Conduct interviews Select most qualified	
	Ensure Policy Compliance Evaluate recruitment process Test validity of testing Evaluate selection process Modify process	Ensuring validity of selection procedures
Human Resource Information System	Define System Requirements Describe organization needs Define objectives of HRIS Define/assign responsibility for system	Defining who is the user of system Do key decision makers embrace objectives of HRIS
	Develop System Plan Establish security/confidentiality Describe benefits Determine costs Alternatives	Advising employees of data uses, confidentiality and security Are benefits described to justify costs
	Design/Develop System Analyze current data methods Assess alternative systems Define data gathering, processing, and output elements Select hardware/software configuration and monitor	How to transfer existing fragmented manual systems Will parallel system be required

Table V-1 (continued)
HRM System Components and Functions

Functions	Tasks	Future Challenges/Strategies
Human Resource Information System (continued)	Implement System Develop policy/procedures manuals/ guides Train key staff and managers Communicate security/confidentially policy Review information reports with managers	Do key managers understand and use reports for decision making
	System Evaluation Assess value/timelines of reports with key managers Identify additional data, report needs Review security/confidentiality System upgrading consideration	Are system reports available and used with all HRP/HRM and HRD functions

individual and organizational goals requires each organization to address these essential issues. The HRM staff are knowledgeable architects to address these performance and results-oriented issues.

The performance management function requires a consistent monitoring of performance by supervision. Clarifying the purpose, approach, and use of monitoring information are important issues for the system designers to address with supervisors to ensure positive transactions with staff.

Performance appraisal has long been debated, anguished over, or avoided by managers and staff. Issues of concern have included the lack of a defined purpose for appraisal which staff and managers can accept. Is appraisal evaluative, developmental, or related to pay increases or promotion? Are standards reflective of the most important aspects of a job; are they valid indicators of achievement? Can supervision really objectively appraise performance?

Performance appraisal cannot be the only source of feedback. A redefinition of "supervision" is often necessary to implement a performance management system. Reinforcing performance and effective behaviors on a regular basis is important for staff and the organization. The HRM staff as the "architect" may need to assist supervisors to understand human motivation and to understand intrinsic and extrinsic job satisfiers in order to determine the best possible reinforcer for performance improvement.

Appraisal results provide staff, supervisors, and the organization with an opportunity to refocus the performance plan or determine other individual or agency strategies to improve desired results. Individual plans to develop improved performance lead to mutual ownership and commitment to goal achievement.

Many HRM staff might be tempted to consider the performance management function fully implemented once supervisors have completed a planning or appraisal cycle. Performance management occurs every day. Issues of agency and individual achievement, effectiveness, and efficiency require ongoing system monitoring by administrators and HRM staff. Performance is the key which unlocks organization success. Performance and achievement of results are the nexus for the HR system.

Challenges and Strategies

For the past two decades, rehabilitation agencies have struggled with developing performance management systems and supervisory skills. Many rehabilitation programs have made efforts to implement some aspects of the performance management systems to improve overall effectiveness and achievement of results. However, a successful performance management approach must be driven by an overall agency strategic/HR/management philosophy. Defining the purpose of performance management, control systems, and performance appraisal is an essential first step. Without this foundation, line managers will tend to be less effective in carrying out their performance management responsibilities.

In order to avoid many of these traps, organization administrators and HR leaders need to:

- Define performance management as a major supervisory job responsibility;
- Define the purpose of performance appraisal system;
- Address validity of standards and how they are derived for each position/class level;
- Develop supervisory skills and applications of all performance management aspects;
- Avoid using instrumentation as a convenience;
- Emphasize the developmental aspects of appraisal related to individual and organizational growth, recognizing organization-related strengths and weaknesses;
- Insist on supervisors' roles to include coaching/feedback responsibilities.

Rehabilitation agencies continue to face the dilemma of establishing valid performance standards in order to evaluate program and individual achievement. With changing missions, goals, and objectives, the direction and scope of individual job responsibilities must also change. Performance plans and standards must evolve from a set of arbitrarily imposed outcome indicators to a broader set of process and customer satisfaction indicators. Compliance and numerical production standards must evolve to an ongoing consumer feedback process measuring the effectiveness of rehabilitation services in meeting their needs.

Human resource and performance management systems also define and train supervisors in the appropriate application of a disciplinary process. Without developing a variety of performance improvement skills, supervisors either abdicate and avoid the conflicts caused by addressing negative performance or respond with an over-controlled, discipline-oriented response. Neither response may be consistent with the agency HR or performance management philosophy or the identified performance gap.

Human resource specialists will need to be performance-intervention specialists. Consultation with agency leaders and supervisors on the following will enhance the value of the agency's HR management effort: (a) how to improve performance, (b) development of individual skills and effectiveness, and (c) development of performance intervention strategies. Commitment to improving agency results means a commitment to the effective design and implementation of all aspects of the HR performance management system.

REWARDS, BENEFITS, AND COMPENSATION

Description of Functions/Tasks

Under collective bargaining agreements, matters of compensation and benefits are subject to negotiation. Prior to unionization, public sector programs were subject to a variety of quasi negotiations or politically determined methods for addressing pay and benefits issues. Many public sector leaders and HRM staff struggle with the legitimacy of rewards, benefits, and compensation within HRM functions.

In a public service environment, the basic compensation and benefits policies usually are pre-determined by civil service or collective bargaining decisions. These decisions dictate the pay structures for implementation throughout a given department, program, or classification. Current trends in compensation programs in the private sector attempt to link pay and performance. HRM managers in these organizations work on developing performance-based appraisal criterion and systems, pay and incentive policies, and reliability of supervisors' appraisals.

Both private and public organizations today face serious dilemmas in establishing benefit and reward structures and policies with employees. Escalating benefits costs, union concerns for "benefit equity" across classifications, and diminished capacity to provide "tangible" rewards create uncertainty for employees and management.

HRM specialists, within the public sector, need to ensure that issues of pay and benefits are dealt with under the prevailing decision structures. They need to guarantee that agencies can compete for and retain the most qualified staff at all classifications. Similarly, designing rewards systems with managers is an essential ingredient to sustaining an effective work force and promoting a positive organization culture.

Challenges and Strategies

Leaders in human resource management must recognize that even with constraints on monetary benefits or rewards, major impacts can be achieved by formally addressing these functions. With increasing frequency, state agencies must negotiate issues of pay and benefits with labor unions. Accepting the needs of employees for pay, benefits, and rewards as legitimate issues for management and supervisors to address is a critical HRM value.

Herzberg's (1966) "Work and the Nature of Man" provides an excellent description of intrinsic and extrinsic rewards or motivators for HR specialists and supervisors to consider. Research has generally concluded that pay alone ranks below other job satisfiers. HRM and agency leaders must understand the range of human motivation and assist managers to develop reinforcement strategies. Making special assignments or assigning developmental experiences can often be job satisfiers. Special recognition programs, including rituals which reflect a team oriented culture, can likewise have positive impacts.

Keeping an open perspective to human growth and motivation can launch creative energies to improve the general culture and working conditions of the work place. Development of professional career tracks for counselors, secretaries, and technical staff could also be addressed as a part of the strategic HRM efforts.

Development of agency compensation and benefits policies is impacted by many economic, social, and agency cultural influences. Escalating health care costs, for example, directly impacts on availability of dollars for pay and fringe benefit programs. The informed HRM manager must anticipate these forces, consider their impacts on the HR systems, and prepare strategies for addressing the dissonance and potential conflicts which may be inevitable within a labor/management context and in daily HRM operations.

LABOR/EMPLOYEE RELATIONS

Description of Functions/Tasks

The advent of labor organizations in the public sector and the implementation of several employee rights laws since the 1960s have been driving forces for drastic changes in public sector employee relations. The evolution of the labor/management relationship for state agencies is of particular importance to the HRM specialist. For example, recent federal legislation has made major changes to the Fair Labor Standards Act, OSHA standards, retirement acts, civil rights laws, and equal pay statutes. Each state has made similar changes to their parallel statutes. These and other laws are examples of the driving forces which provide a legal context for HRM. In order to implement an effective HR system, managers and HR staff must understand these driving forces. They must understand their evolution and potential impacts on the work force, conditions of employment, and ability of agencies to achieve their mission within labor/employee relations philosophy.

Preparing for labor/employee relations activities starts with developing the necessary understanding of these contextual statutes and related case laws. Effective labor/employee relations throughout an organization requires a pro-active and positive approach viewing the labor/management transaction as a collaborative effort which may result in conflict or confrontation to resolve differences.

Labor/employee relations functions require a clear understanding of the organization's values, culture, and human relations philosophy. These are essential in developing a strategy for contract negotiation. While the HRM staff may not actively negotiate contracts, they should develop proposals for negotiations including impact scenarios as proposals may affect the organization.

HRM staff who are involved in preparation of proposals are well positioned to implement provisions of the contract and work with supervisors who carry out its intent. Clear labor management policy from HRM is of utmost importance to sustain consistent application of contract language and consistent practice.

Pay, benefits, and working conditions are usually negotiated issues subject to grievance resolution. HRM leadership is needed to address health, safety, environmental policies, flex time, etc., either within a labor-oriented organization or within those organizations working without labor representation.

Developing, implementing, and evaluating impacts of policies affecting working conditions are important to ensure consistent implementation and to provide a data base for necessary changes.

Challenges and Strategies

The insertion of a labor/management process, into pre-existing civil service and department structures and processes, has created some confusion for rehabilitation agency and HR leaders. Clarification of roles, responsibilities, and authority is critical to ensure that state agency and employee issues are not lost or subverted in a multi-level negotiating process.

For many agencies, decisions regarding pay and conditions of employment have moved to a labor/management bargaining forum. Although agencies often depend upon a host department or civil service negotiating team, such issues clearly demand active agency HR leadership and involvement. Agency management has the responsibility to address issues related to working conditions, work standards, and job descriptions. Developing impact statements or scenarios is an essential role for HR managers in the negotiation process.

Future programs for improving the work environment will require collaboration between management and labor. Development of wellness, prevention, employee assistance, and child care programs are examples of initiatives which HR professionals may be asked to address.

Abdicating or deferring the HR role in contract development, negotiation, and management is not in the best interest of the agency. Nor will such a posture sustain a positive employee relations philosophy with the work force.

ADMINISTRATIVE FUNCTIONS

Description of Functions/Tasks

The personnel administration function was one of the earliest precursors of HRM. In the '40s and '50s, organizations needed to deal with basic definitions of jobs, processing employees into employment, and maintaining basic data on employment. The evolution of the personnel functions over the past two decades into a full array of HR functions has resulted in many organizations and HRM leaders abdicating personnel administration functions. Within the public and private organizations, a schism often exists between HRM, HRD, and personnel specialists.

The starting point for all HRM functions flowing from strategic and HR planning must be defining and validating the nature of work required by the organization.

> Job analysis has long been an important element in personnel management because the data or other products of the analysis have so many potential uses--in staffing to establish job specifications prior to recruiting. . . the personal qualities or other attributes needed by incumbents in order to perform the job successfully; in training as a basis for designing job-relevant training programs. . . in wage and salary administration for job evaluation purposes; and in selection to provide evidence of the validity of selection procedures. . . (Lewis E. Albright, undated, p. 5).

A useful job analysis thus becomes a critical bridge between the organization's mission and anticipated outcomes. It is translated to individual jobs and the work necessary to achieve the desired results. An effective job design must include the tasks and behaviors to produce results and the knowledge, skills, and abilities needed to carry out the job duties.

Clear statements of job duties, knowledge, skills, and abilities result in a welldocumented job description. Personnel administration specialists with this detailed information can then look at the scope of job responsibilities, assess supply and demand information, and establish classifications for specific job descriptions.

Several maintenance tasks are important for the HRM component in the administrative area. The actual establishments of positions, appointments, separations, and redistribution of employees are important transactions for agency operations. Frequently, these duties are shared between line supervisors and the human resources office. While these activities are frequently carried out by technicians, HRM systems must ensure these tasks are integrated and consistent with the organization's HR philosophy and strategic directions. Breakdowns in these technical processes can have devastating impacts on recruitment, HRP, staff morale, public image, and credibility of the agency.

A final task of an effective administrative function is the maintenance of a human resources data system. Key agency managers, administrators, and HR staff must decide which transactions and employee data are important for decision making and future planning. Data gathering and report presentation of timely data are important to assist managers and HR staff. Information on job descriptions, required knowledge, skills, and abilities; transaction process time; and results of exit interviews are all examples of useful information.

Challenges and Strategies

The starting point for all HRM functions is defining and validating the nature of work required at the individual job level to achieve the desired organization results. Rehabilitation agencies continue to undergo major changes in scope of their mission, goals, and outcomes expected by consumers. The many service delivery technologies and technical advances in rehabilitation, office automation, and medical treatment have drastically changed the nature of work. HRM specialists must recognize these rapid changes and apply the technical skills in job analysis, job simplification, and job redesign to anticipate future HR directions required for organization success.

With an aging work force, accelerated attrition will require redefining the qualifications for rehabilitation professionals and restructuring jobs. With a changing environment, staff will need to become customer service focused, shifting from a paternalistic value system to empowerment. Staff will need to manage conflict between diverse constituencies when they must "say no" to requests for services no longer in the priority order of selection.

Defining the work activities, tasks, behaviors, knowledge, skills, abilities, roles, equipment, work performance, and staff requirements places the rehabilitation agency in a pro-active anticipatory stance. In this stance the agency can integrate future strategic initiatives using human resource technology.

The authority of rehabilitation HRM staff in issues of classification, hiring, and data systems may be uncertain under a civil service or host department affiliation. The major challenge for state agency executives is to ensure you have the Human resource expertise and credibility is necessary to develop and carry out these functions. These experts will negotiate the appropriate discussion and resolution of agency issues and concerns within the existing bureaucracy. HRM specialists must continue to develop and maintain their professional expertise to impact the administrative challenge within existing civil service system.

RECRUITMENT AND SELECTION

Description of Functions/Tasks

Attracting and selecting the best possible candidate continues to be the greatest challenges to any organization. The ebb and flow of qualified candidates (supply) seems to always be out of sync with the availability of job openings, certainly in many rehabilitation programs. The lack of job openings frustrates would-be candidates and demoralizes those in the pre-service program. The lack of qualified candidates to fill agency vacancies creates chaos. Qualifications requirements may be compromised. Delays in quality services detract from achieving positive results for clients. Increased training and supervision may be required for the less qualified candidate.

An organization committed to a strong HR planning and HR management philosophy chooses to manage the recruitment and selection process. Beginning with the agency strategic plan and HR planning function, the HR needs are identified for the short- and long-term and recruitment goals are established. Managers review and revise the job description and develop recruitment plans.

The establishment of recruitment goals must incorporate organization and its human resource values. These values may express the agency beliefs, attitudes, or directions with respect to the make-up of the work force. They also reflect the agency's views regarding the role of staff and managers with customers to achieve the agency mission.

The HR and recruitment policies of agencies must reflect, concern for and awareness of, the characteristics and needs of diverse employees. Rehabilitation organizations are uniquely positioned to lead by example in insuring a diverse and competent work force. Clear statements of values such as valuing diversity provides a foundation for agency recruitment, selection, and development policy.

Attracting a viable pool of applicants requires a long-term view of staffing needs for the organization and the potential sources for recruitment. Developing long-term relationships with universities and promoting the organization and its challenges and opportunities to possible candidates are essential for HRM success.

Decisions regarding which candidates to hire have the greatest long-term impact on an organization. The achievement of agency goals and continuous renewal depend on the talent constantly coming to its employ. The selection process ideally involves the use of standard criteria based on job/performance requirements, interviews and interview ratings, and reference checks.

Establishing consistent recruitment and selection policies and following them diligently over time should improve the effective match between the candidate and job requirements.

Ongoing evaluation of the recruitment process with university programs and former applicants can help improve the system. Validation of selection criteria through performance data is essential.

Challenges and Strategies

The major challenge for rehabilitation programs around the country continues to be obtaining an adequate supply of highly qualified rehabilitation professionals, managers, and support staff to carry out the mission of the organizations. Close collaboration between pre-service university counselor training programs and state agency HRM leaders has not been a priority for either party. During the next decade, the aging work force and retiring of managers and counselors will require stronger relationships with state, regional, and national university programs. Competition for the best graduates has heightened concerns of rehabilitation agencies who see the continued diminution of highly qualified staff candidates. The competition from private and public sector programs for these individuals will continue.

The state agency-university collaboration must contend with unpredictable needs for new counselor recruits. In the past, the aging of the work force and erratic funding of state programs have affected the viability of relationships with university programs.

The establishment of minimal standards for qualified rehabilitation providers by RSA will have far-reaching impacts on the recruitment and selection systems. The standards for staff require a long-term view and strategy by state agencies and university programs.

Rehabilitation agencies must communicate clearly, utilizing human resource planning (HRP) principles, the future trends, and needs for their agency. Networks across state and regional pre-service programs are essential to manage the trends in supply and demand of the most qualified candidates.

The changing nature of the national work force, the underlying philosophies, and the values of rehabilitation require immediate action by all parties to insure that recruitment and selection of minorities, women, and persons with disabilities be a cornerstone of rehabilitation agency recruitment practices. A pro-active collaboration is essential among continuing education, state agency, and university staff to recruit students into pre-service programs from diverse groups. State agencies might develop a system for early identification of agency clients interested in a career in rehabilitation. Establishing paid internships for rehabilitation graduate students and a counselor mentoring system with students are other strategies that can bring favorable results. In the past, state agencies have felt that responsibility for this recruitment was primarily on the university's shoulders. However, to achieve a diverse work force, all parties must share in this responsibility.

HUMAN RESOURCE INFORMATION SYSTEM

Description of Functions/Tasks

The Human Resource Information System (HRIS) is the method by which an organization collects, maintains, analyzes, and reports information on people and jobs. The "system" refers simply to the process of integrating a variety of disparate activities into a logical, meaningful whole to accomplish a given objective (Weatherbee, 1968).

An organization's human resource system cannot be effective without a viable HRIS. The HRIS must be closely integrated with all three components of human resources system (i.e., HRP, HRM, and HRD) in order to facilitate organization decision making.

Human resource planning depends heavily upon the collection and maintenance of trend data on the work force. This includes such data as patterns of employment, staff turnover, and critical skills of staff. This trend data and information regarding position descriptions, staff characteristics, projected labor supply, and projected needs enable HR managers and organization leaders to establish strategic HRP goals and policies necessary to meet long-range objectives.

Human resource management requires extensive information regarding employee wages, benefits, and status. Current data on job descriptions, work performance and achievement, and developmental needs of staff are also essential tools to maintain HRM systems. Information on near-term recruitment needs, current and former applicants, and progress on recent new employees is also necessary to meet recruitment and selection goals.

Human resource development functions are ineffective without an information data base. Training and professional development programs rely on needs data derived from a performance-based approach. Documentation of knowledge, skills, and abilities required by each position or classification in an organization also provides a basis for new staff training and orientation. Maintenance of historical staff development profiles and career development tracking information are crucial to carrying out a human resource development philosophy.

Figure V-1 graphically portrays the Human Resource Information System (HRIS) at the center of the three intersecting circles representing HRP, HRM, and HRD. The HRIS provides the essential data and information for the tasks in all three functions.

The HRIS provides the data mechanism by which organization leaders can assess the HR implications of agency directions, establish policies to implement these directions, and evaluate impacts resulting from these decisions.

Table V-1 outlines the sequential tasks involved in the design and implementation of the HRIS. The most critical decision, to be made in designing the system, is to determine and define the organization need and describe the objective(s) for the system. Without clear objectives, the availability of software may influence the direction of the system. Agency leaders and HR managers must answer these questions and continually validate their responses during the system design and implementation stages.

To avoid decision-making in a vacuum, organization leaders and managers need a valid data base. Achieving organization goals requires careful management of the human resource system. The implementation and maintenance of an HRIS provides a continuous data base to improve organization performance and enhance individual growth and development.

Challenges and Strategies

Making the commitment to a Human Resource Information System requires serious deliberations over the purpose, needs, and objectives for this system. Key decision makers must be involved in developing the system objectives. Understanding the needs for an improved data system and translating this data to more effective and timely decisions will assist the HRM manager to secure top agency support. Very practical examples of information data and their uses to improve client results are necessary for agency commitment. For example, an HRIS can provide HR staff profile data on staff training history, job description, job classification data, compensation and benefits expenditures or projections, recruitment, and selection results. The HR person must facilitate top management questions and planning to focus the HRIS needs discussions, making them relevant to agency strategic and long-range decisions.

Describing benefits of the system is extremely important in order to weigh these gains against the long-term costs of the HRIS. Documenting the policies and implementing the system require considerable resource and time commitment. Training supervisors and key decision makers on data input and reports can't be overlooked. Communicating agency policy on data gathering, confidentiality, and security requires early planning and concerted energy by HR staff and agency managers. Staff need to understand why data is collected, how it is used, who "owns" the data, and the agencies' need for respecting their privacy.

SUMMARY

This chapter has provided a detailed description of HRM functions and tasks and how they can impact the challenges and opportunities facing rehabilitation organizations. This overview is particularly relevant for agency leaders and HR specialists who are committed to improving organization performance through human resource systems. The HRM functions outlined work most effectively within a strategic planning and human resource planning context. The next chapter will further detail the human resource development functions and their role in enhancing agency results.

During the 1990s, major challenges for state/federal rehabilitation program leaders will be the development of a vision of excellence and implementation of strategic planning. To be successful, the HRM leader and practitioner must develop the systems, functions, and services for their organizations which address these many changing directions. The 1990s also marks the era where the nature of jobs and work will be realigned through service delivery technologies, tools, and professional knowledge and skills. HRM staff must meet these changes with the best human resource technologies, organization development systems or methods, and performance technology interventions. Indeed, the entire organization--individual staff, managers, and agency--teams must be consumers of the HRM services in order to maximize the human resource contribution and achieve rehabilitation goals of clients with disabilities.

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CHAPTER VI

HUMAN RESOURCE SYSTEM

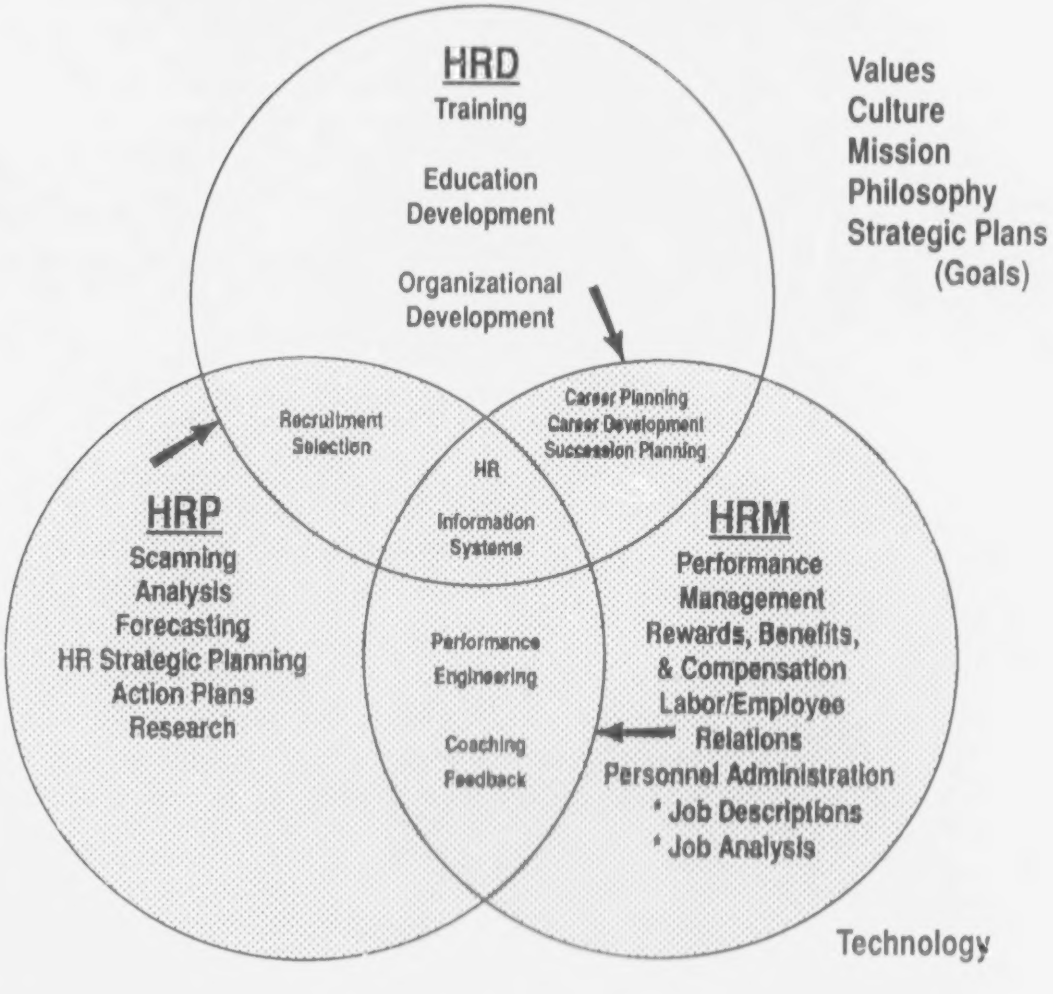

HRD
Training
Education
Development
Organizational
Development
Values
Culture
Mission
Philosophy
Strategic Plans
(Goals)
Recruitment
Selection
Career Planning
Career Development
Succession Planning
HR
Information
Systems
HRP
Scanning
Analysis
Forecasting
HR Strategic Planning
Action Plans
Research
HRM
Performance
Management
Rewards, Benefits,
& Compensation
Labor/Employee
Relations
Personnel Administration
* Job Descriptions
* Job Analysis
Performance
Engineering
Coaching
Feedback
Technology

Figure VI-1

Chapter VI

HUMAN RESOURCE DEVELOPMENT

INTRODUCTION

The following chapter deals with the third major component of the human resource system--human resource development (HRD). As Laird (1978) so appropriately put it, "...people develop because an organization develops; the organization develops because people grow to new dimensions." Organization development (OD) will be included as part of this chapter even though most writers and practitioners consider this a separate yet related function. Figure VI-1 highlights the components of HRD and its linkage with HRM/HRP.

Human resource development is based on a philosophy of individual growth. It recognizes that all employees have the capacity for growth, change, development, and the ability to make a positive contribution to the organization and the customers that the organization serves.

Historically, HRD is rooted in many disciplines, such as psychology, sociology, education, management and several of the other social sciences. Jacobs (1990) indicates that HRD is influenced by five major bodies of knowledge: Education, Systems Theory, Economics, Psychology, and Organizational Behavior. He goes on to say that these bodies of knowledge interact in complex, bi-directional ways to form the entity called HRD. Sredl and Rothwell (1987) propose six major influences on HRD (see Figure VI-2) which include economics, psychology, communications, education, organizational development, and management. Thus, one can see the many problems which have hindered defining human resource development and establishing it as a viable discipline.

The first reference to human resource development, as practiced today, is uncertain. However, it is know that Nadler was responsible for "coining" the term in 1970. Since that time the field of human resource development has blossomed into an acknowledged discipline within corporate America, academia, and government. An article by Stephens and Kneipp (1981) played a major role in bringing this concept to the attention of rehabilitation agencies. This article challenged staff developers to look at their limited traditional roles and to explore the many services they could provide to their agencies. Furthermore, it enlightened many agency heads as to the benefits which could be yielded through a transformation from staff development to human resource development.

DEFINING HRD

There are numerous definitions of what constitutes the field of human resource development: Nadler (1970), Nadler (1984), McLagan (1989), Gilley and Eggland (1989), and others. Nadler's definition (1970) was the earliest "printed" reference within the confines of how it is practiced today. The connecting element with any of these definitions is that they

SUMMARY OF MAJOR INFLUENCES ON HRD

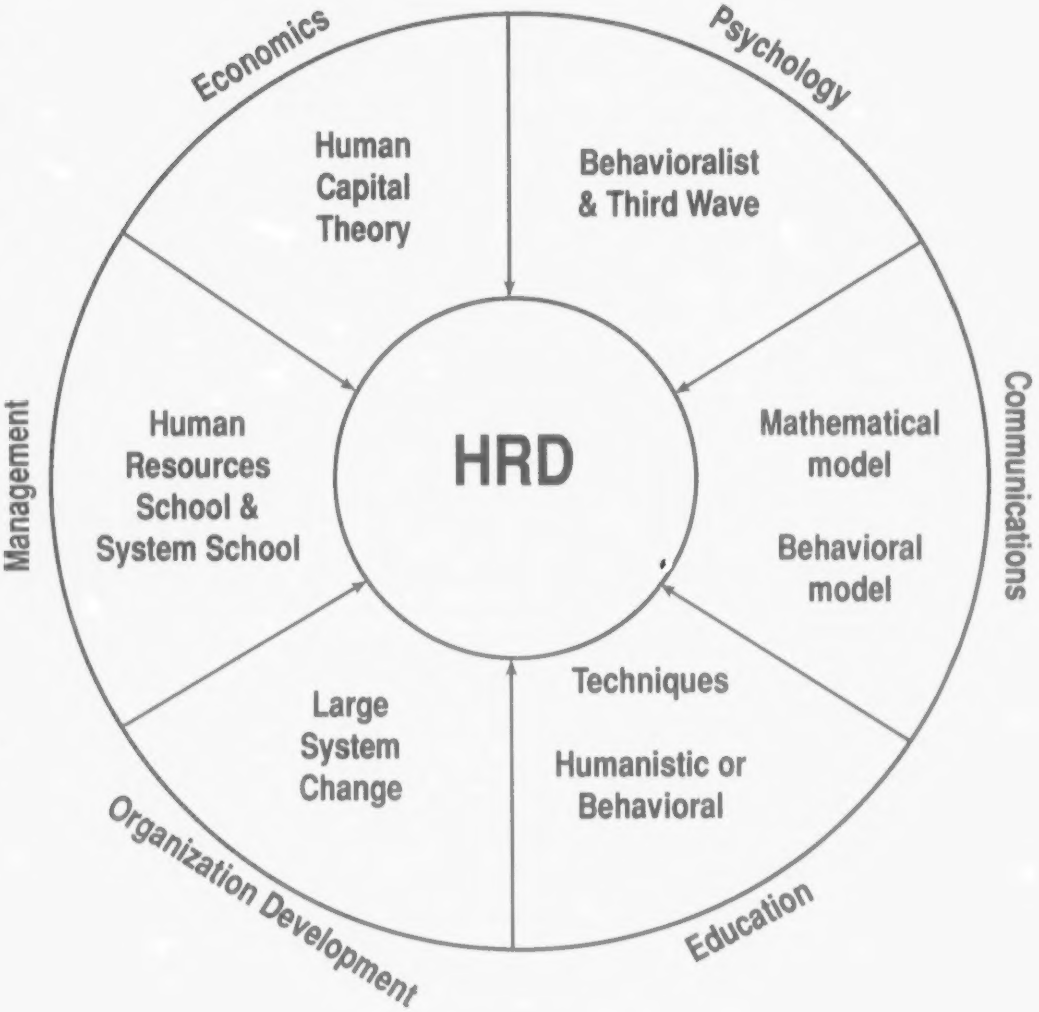

Economics
Psychology
Human
Capital
Theory
Behavioralist
& Third Wave
Management
Human
Resources
School &
System School
HRD
Mathematical
model
Behavioral
model
Communications
Large
System
Change
Techniques
Humanistic or
Behavioral
Organization Development
Education

Figure VI-2

pertain to more than what we have previously referred to as "training."

For this manuscript the authors will utilize the definition espoused by Sredl and Rothwell (1987). They define human resource development as:

> Organized learning experiences sponsored by an employer and designed and/or conducted for the purpose of improving work performance while emphasizing the betterment of the human condition through integration of organizational goals and individual needs. (p. 5)

The major tenets of this definition are:

- Organized learning experiences: HRD activities are planned experiences. While learning can take place spontaneously, HRD activities usually have outcomes specified in advance.

- Sponsored by an employer: HRD activities are supported by the employer to meet the unique needs of the organization. In most cases, colleges and universities can provide general knowledge of a profession or discipline but cannot provide, as HRD does, specific guidance on how to apply that knowledge in the unique context and culture of a specific organization.

- HRD is designed and/or conducted for the purpose of improving work performance of the individual: The environment and culture of the organization are of major importance in designing learning experiences and using them to influence work performance.

- While emphasizing the betterment of the human condition: HRD efforts are based in humanism, which is characterized by: 1) faith in human rationality; 2) a belief that people are capable of continuous learning and growth in their lives; and 3) emphasis on the importance and dignity of individuals as human beings with needs, feelings, and desires.

- Through integration of organizational goals and individual needs: HRD efforts do not stress, to the exclusion of the individual, what the organization needs from its employees to achieve its future goals. Instead, managers within the organization recognize that what the individual visualizes as his or her future goals can be compatible with organizational goals. Only by making a genuine attempt to respect (and even aid) employees in achieving their goals can an organization gain commitment and thereby increase productivity.

Human resource development is comprised of four primary functions: training, education, development, and organizational development. Table VI-1 describes the set of functions and tasks necessary to implement an HRD system. This table also details the challenges which rehabilitation agencies must consider if the HRD system is to be successful in achieving improved performance. Each of the HRD functions and tasks is described in the following section.

Table VI-1
HRD Functions/Tasks and Future Challenges/Strategies

Functions	Tasks	Future Challenges/Strategies
Assess development needs	Conduct organization analysis (agency goal focus) Conduct operation analysis (job/behavior focus) Conduct personal analysis (individual performance focus)	Does agency use a performance-based perspective? What is role of supervision in needs assessment, delivery, and reinforcement?
Formulate HRD plan	Establish priorities Allocate resources Prepare plan Implement, coordinate, evaluate	How to coordinate individual, unit, and organization HRD plan Need for resources beyond RSA grants
Orient new employees	Prepare materials Schedule orientation Conduct orientation (job review/personnel policy)	Orientation and induction available to all levels of employee?
Provide induction training	Prepare induction training materials Develop individual training plans Implement plan Monitor and report process	
Provide in-service education/training	Establish learning objectives Determine content Select methods/media Design evaluation Arrange/conduct program Evaluate program Refine for future program	Are other performance systems, or technology interventions considered? Does inservice curriculum complement pre-service and continuing education opportunities?
Professional Development	Conduct organization career planning (e.g., job rotation, succession planning, career paths) Facilitate individual career planning Support, provide career development opportunity Facilitate career counseling	Licensing Managing career maturity What is agency's role to provide continuing education credits to maintain certification or licensure
Provide learning resources	Acquire/maintain resources (need based), multi media, technology, instruction materials) Distribution system Create/produce resources Provide consultation	How to keep abreast of technology Which technologies have the best return on investment How to coordinate design functions and resources throughout state, region, nationally

Table VI-1 (continued)
HRD Functions/Tasks and Future Challenges/Strategies

Functions	Tasks	Future Challenges/Strategies
Labor/Management Relations		
Contract Management	Prepare for negotiation Negotiate contract Resolve impasse Implement/administer contract Develop/implement labor management policy Maintain grievance system	Developing organization scenarios for contract negotiation
Compensation/Rewards/Benefits	Establish compensation policies Establish pay/benefit/reward structures Develop compensation plans Administer compensation progress Communicate with employees	How to design/implement non-remunerative rewards
Performance Management applied	Plan performance Monitor performance Appraise performance Reinforce performance Implement developmental plan to address gaps Ensure disciplinary system	What are the customer/results oriented standards in appraising performance Supervisory skills to address standards, control functions, discipline, and designing developmental plans Who is responsible for results/performance
Career Development and Retention		
Establish career development policy/systems	Develop organization position need scenarios (HRP) Design policy within labor/management Civil Service environment Commit resources to career development Define management role in coaching/development	Is career pathing viable in a civil service environment What management development programs needed to address transitions in leadership
Implement career development system	Define career system to meet organizational/individual needs Implement system Evaluate system effectiveness	
Design and implement strategies	Assess turnover data Analyze exit interview data Analyze internal culture/environment Formulate strategies for improvement	Develop and implement mentoring job retention systems

Table VI-1 (continued)
HRD Functions/Tasks and Future Challenges/Strategies

Functions	Tasks	Future Challenges/Strategies
Human Systems Management		
Establish/regulate working conditions	Develop/negotiate policies to address health/safety/environment Develop/implement policies prescribed by law (OSHA) Enforce policies Monitor/evaluate/modify policies	Degree of labor/management collaboration to design and implement programs Agency positioning to model preventive and wellness programs
Analyze and design jobs	Describe job requirements (tasks, behaviors to produce product/result) Specify knowledge skills and abilities needed Design job Monitor job-reassess-redesign	Role of technology to improve efficiency and change job descriptions or demands
Create and abolish positions	Classify positions Establish positions Evaluate and restructure positions Abolish positions	Does rehabilitation HRM staff have authority to address classifications
Appoint/move employees	Hire external applicants or Redistribute internal staff Separate employees (dismissed, separation, lay-off, retirement, resignation) Conduct exit interviews	
Maintain personal	Determine data needs Gather/maintain data Present data	Resistance from state civil service, data system host departments to carry out functions Determining useful data

DESCRIPTION OF HRD FUNCTIONS AND TASKS

Training

Some of the descriptors of the training function include:

- Learning that is related to the present job (Nadler, 1970).
- Learning that is provided in order to improve performance on the present job (Gilley & Eggland, 1989).
- An experience, a discipline, or a regimen which causes people to acquire new, predetermined behaviors (Laird, 1978).
- One of several methods to stimulate individual change (Sredl & Rothwell, 1987).

The common denominator with all of these definitions is that all pertain to a skill or knowledge necessary to do one's current job. An example of this might be when an agency hires a new rehabilitation counselor. If the person has a Master's Degree in Rehabilitation Counseling, it is assumed he/she has the basic skills necessary to perform the job. However, initial training on the way things are done in a particular agency need to be provided.

It is of the utmost importance not to assume that training is needed because it is requested. Before initiating training, agency leaders must consider performance-related questions such as:

- Is there a performance problem?
- Can the person do the job?
- Has he/she ever been able to do the job?

If the individual knows how to do the job and, has done it successfully in the past, then no training problem exists. There could be a motivation problem, lack of a supportive environment, or even a supervision problem. To provide training where it is not needed is costly and will not change the performance discrepancy.

Donald Tosti (1980) discussed the amount of money that companies wasted on training and attributed this to the Seven Deadly Sins of Training. These included:

1. Using training to solve motivational problems;
2. Making training more complicated than it needs to be;
3. Training personnel at the wrong time;
4. Over-training;

5. Failure to realize the true cost of training;
6. Failure to calculate training on a cost/effective basis; and
7. Following fads in training instead of using scientific methods.

The key factor in providing appropriate training is a comprehensive assessment of needs--both organizationally and on an individual basis. Agency leaders and human resource professionals must be accountable for translating training results into improved job performance.

Education

The focus within the realm of "education" is on preparing employees for future jobs. These are usually promotions, but they can just as easily be lateral transfers. Educational activities may also be employed to improve or enhance the functioning of operational units. Individuals engaging in educational activities, sponsored by the agency, should demonstrate some ability or aptitude for the position. A point in case is a "pre-supervisory" activity. Before being accepted into such a program, the applicants should go through some type of screening process. This is for the mutual benefit of both the employee and the agency.

Another educational responsibility rehabilitation agencies have is developing the future generation of rehabilitation professionals. This might include outreach to high school students to consider rehabilitation careers, presentations at job fairs, and coordinating practicum and field internships for university students. Agency leaders can also contribute as members of university rehabilitation training program advisory groups and as guest faculty.

Development

This component often presents organizations with certain dilemmas as can be seen with the various interpretations of what development is and isn't. Development is a function that is defined in many ways in the literature. It is often an experientially based function focussed on individuals and organizational needs. For example Sredl and Rothwell (1987) define it as:

> One of several ways to stimulate individual change. It is long-term, sometimes spanning three years or more. Systematically rotating an employee through a series of jobs with some purpose in mind is a process of development.

Rehabilitation managers have excellent opportunities to address developmental needs of staff through ongoing performance discussions, coaching-feedback sessions, or annual reviews. These transactions provide the bases for defining individual development plans, detailing the developmental objectives, identifying resources of the individual, and the outlining supervisor's responsibilities. Development can and does include training and education. The distinguishing points are that it is not specifically job-related, involves time, and impacts the development of the organization via the individual.

ORGANIZATIONAL DEVELOPMENT (OD)

Organizational development, for the most part, can be traced back to the 1940s and the efforts of Kurt Lewin, Rensis Likert, and the Tavistock Institute in Great Britain. Lewin's work focused on "action research" in laboratory training and T-groups. The Tavistock Institute developed the concept of socio-technical systems which focused on discovering the impact of technology on people, their relationships, and their identities. Meanwhile, Likert and his associates were developing the survey-feedback technique. These three efforts, based in the behavioral sciences, provided the roots for future OD efforts.

Walters (1990), Goodstein and Cooke (1984), and Gordon-Cady and Ryan (1988) list some of the more accepted characteristics of organizational development as:

1. OD is a long-range effort to introduce planned change.
2. OD is supported from the top.
3. OD involves the entire organization or a coherent system or part thereof.
4. OD is based on continual data collection, analysis, and feedback for collective awareness.
5. OD emphasizes horizontal and vertical collaboration for problem solving and decision making.
6. OD has the goal of increasing organizational effectiveness and enhancing organizational choice and self-renewal.
7. OD is focused on changing knowledge, behavior, processes, or structures.
8. OD is a process using an appropriate blend of behavioral and systems science techniques, research, and theory.

Organizational development is a planned process, over time, to improve organizational effectiveness. At the heart of organizational development, and utilized in most change efforts, is action research. This process, as used by Kurt Lewin, involves the following sequence: (1) diagnosis, (2) gathering data, (3) feedback to the client, (4) analysis of data, (5) planning, (6) action, and (7) some type of evaluation.

The process appears quite simple, but each of these steps can require very complicated processes. Interventions used are too numerous to mention, but a few include training, education, development, team building, job restructuring, and problem-solving.

ASSESSMENT OF TRAINING NEEDS

Trainers and developers have probably experienced the following scenario: A supervisor comes to the manager and says that he has a problem and would like some kind of training. Most managers, at one time or another, have replied with a cheery, "Sure, what kind of training do you want?" To continue responding in this manner without pre-assessment of training needs can only result in disaster. HRD is not, and cannot be, the panacea, the answer to all problems in organizations or agencies. To continue in this manner without proper pre-assessment of needs will, among other things, result in one or more of the following:

1. The training, in all likelihood, will not remedy the problem and the manager will be blamed for not providing the correct training.
2. The participants will be less than excited about being in the training because it was "forced" upon them.
3. Time, energy, and probably scarce resources will be wasted.
4. Credibility will be in jeopardy.
5. When a real issue or need arises, HRD will be overlooked as a potential resource.

So, what must be done? Quite obviously, HRD professionals must be committed to conducting proactive front-end analysis or assessment. This is not to say that unforeseen situations will not arise, but even these require some type of assessment. There is no excuse for not planning ahead, to prepare staff and the organization for change when it is necessary and desirable.

Needs assessment, performance analysis, front-end analysis, and organizational analysis are among the many ways of determining needs. Whatever processes one chooses to use, they are the foundation for an effective HRD operation. Granted, there are differences between each of these processes, but the bottom line is that without some sort of assessment of what is really needed, the chances for success, at least in the long run, are probably limited. In their book, Gilley and Eggland (1989) cite four major reasons for conducting needs assessment.

1. To identify specific problem areas in the organization.
2. To obtain management commitment.
3. To develop data for evaluation.
4. To determine the costs and benefits of training.

From a "training" standpoint, **there is a training need if an employee lacks the skill or knowledge to perform his or her job**. Determining this is a joint responsibility of the employee and his/her supervisor. At the other end of the continuum are organizational needs based on the goals, plans, and mission of the agency. Whatever process is utilized, consideration must be given to both "micro" and "macro" needs. It is extremely important that a process be developed that will address both of these needs.

A training need which exists for a single person is just as real as a training need which exists for a vast number of people. For this reason, the micro training needs cannot be evaluated on the same priority system used for macro needs. In other words, the total impact on the organization may be smaller, but the need must be evaluated on its own merit (Laird, 1978).

Developmental needs are generally considered to include future needs of the employee and, thus, are usually long-range. One exception would be considering personal growth within the context of development. This could include such activities as reality training, smoking cessation, fitness, etc. Often, many of these activities are presented within the confines of Wellness Programs, but the bottom-line is consideration of the "whole person." Organizational needs, on the other hand, deal with such things as reorganization, systems, culture and climate, customer service, change methodologies, and those things which affect the way things are done.

The number of ways to assess needs is virtually limitless. Listed below are some of the more common processes for assessing both instructional and noninstructional needs:

1. Educational Needs Surveys
2. Career Development Plans
3. Attitude Surveys
4. Delphi Technique
5. Critical Incident Process
6. Performance Audit
7. Nominal Group Technique
8. Competency Analysis
9. Focus Groups
10. Quality Circles
11. Organizational Plans
12. Simulations and Games
13. Performance Appraisals
14. Organizational Audits
15. Functional Audits
16. Testing
17. Training Committees
18. Program Specialists
19. Task Analysis
20. Observation
21. Assessment Centers
22. Customer Surveys

No one approach for assessing needs will give all of the answers or fit into every HRD system. What is important is to have a repertoire which includes the ability to conduct various types of assessments. The bottom-line, in conducting assessments, is to change behavior. Think in the context of the individual, where the supervisor is generally talking about performance improvement. Among the forerunners in the area of analyzing performance problems were Mager and Pipe (1970). Their model (Figure VI-3) provides "a procedure for analyzing and identifying the nature and cause of these performance problems." The authors offer two helpful cautionary notes. First, the formula is not rigid, and second, beware the hazards of considering only one possible solution to any problem.

Assessing needs in order to develop specific learning activities is, as previously mentioned, only one of the reasons for this function. A greater goal is to develop an Annual Human Resource Plan for the organization. This document should be the driving force for the human resources group for any specific year. It must be responsive to existing needs, yet have an eye toward the future. In assessing the total organization, one needs to consider such variables as the organizational climate, the agency's work plan for the coming year, RSA priorities, future direction, existing systems, special initiatives of technical units (facilities, field

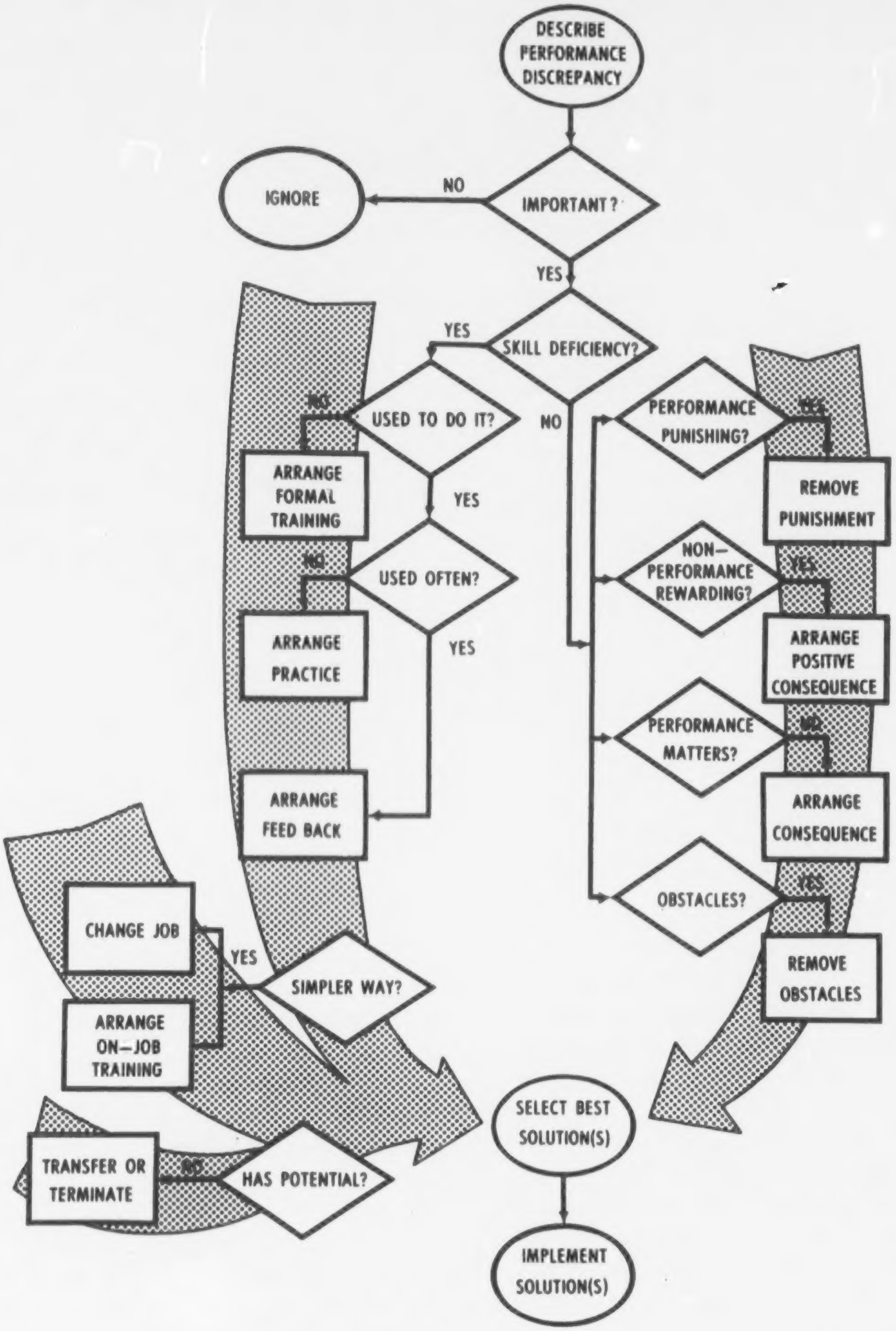

DESCRIBE PERFORMANCE DISCREPANCY
IMPORTANT?
NO
IGNORE
YES
SKILL DEFICIENCY?
YES
NO
USED TO DO IT?
NO
ARRANGE FORMAL TRAINING
YES
USED OFTEN?
NO
ARRANGE PRACTICE
YES
ARRANGE FEED BACK
PERFORMANCE PUNISHING?
YES
REMOVE PUNISHMENT
NON—PERFORMANCE REWARDING?
YES
ARRANGE POSITIVE CONSEQUENCE
PERFORMANCE MATTERS?
NO
ARRANGE CONSEQUENCE
OBSTACLES?
YES
REMOVE OBSTACLES
CHANGE JOB
YES
SIMPLER WAY?
ARRANGE ON—JOB TRAINING
TRANSFER OR TERMINATE
NO
HAS POTENTIAL?
SELECT BEST SOLUTION(S)
IMPLEMENT SOLUTION(S)

Figure VI-3

and other support services), and individual training needs. Assessment and planning are building blocks for HRD!

EVALUATION OF RESULTS

The two processes, assessment and evaluation, are at the very heart of what HRD practitioners are seeking. Within a performance improvement context, the one is dependent upon the other in a cyclical process. First is the need to describe the performance desired before assessing the deficiency. Second, the deficiencies must be known before developing the learning activity. Last, in order to establish an effective process of evaluation, the desired behavior must be known along with the deficiency, the objectives of the activity, and the cost of the activity. This information is necessary to develop an appropriate evaluation instrument. NOTE: one or more of these may be absent, depending upon the type of evaluation that is planned.

According to Rummler and Brache (1991), evaluating training in a vacuum is a waste of time. A training program may have well-stated learning outcomes, appropriate media, excellent materials, and effective instruction; however, if the training addresses the wrong performance area, is not reinforced by consequences and feedback, is not supported by a well-designed work process, or is not linked to the direction of the organization, it is not worth the investment. These thoughts are outlined in Figure VI-4.

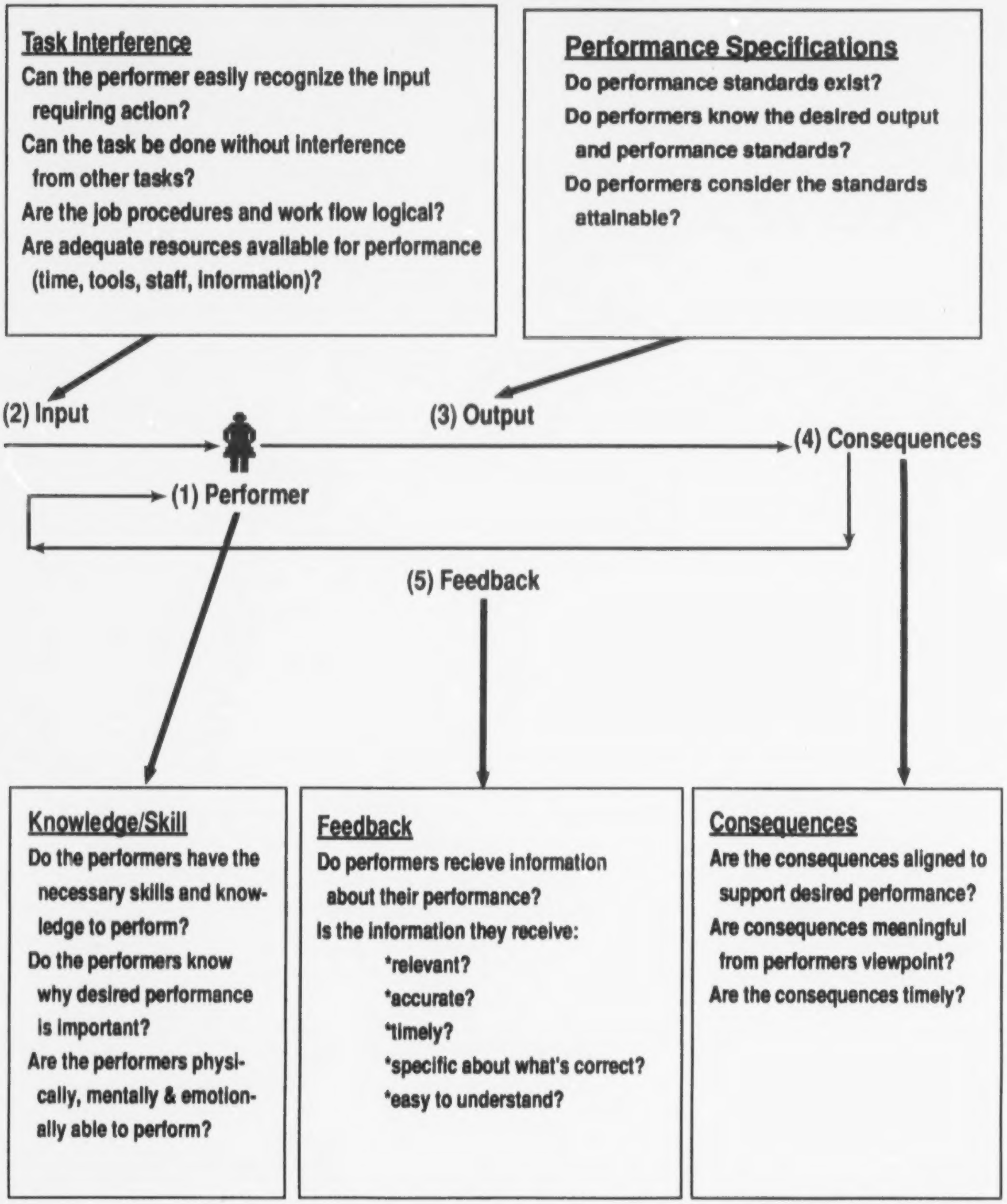
The standard by which most evaluations are based is the model developed by Kirkpatrick (1959) and elaborated on by others: Robinson and Robinson (1989). Kirkpatrick's model is comprised of four levels which move from easiest, or "smile surveys" to the most difficult or return on investment (ROI). His levels measure:

1. **Reaction**: how well the participants liked the activity. Evaluation instruments at this level are most generally in the form of questionnaires. These "happiness" surveys usually ask such things as How did you like the training? Were the accommodations okay? Did the instructor keep your interest? Would you recommend this course to others? Even though they do not measure learning, they are of assistance to practitioners. They serve as a valid customer satisfaction instrument as well as a means for improving certain aspects of the activity. The majority of these instruments utilize a Likert scale (good to bad on a 1-5 scale) with additional space provided for comments.

2. **Learning**: at this level, the trainer is measuring the amount of knowledge that the participants learned. There are numerous methods used at this level although the most common instrument is a pencil-and-paper test. Additionally, this level can include pre-, mid-, and post-testing.

3. **Behavior**: at the third level, the HRD staff want to know if the participants are applying what they learned to the job setting. This is generally accomplished through either observation or discussion with the employees' supervisor. This should not be conducted after the evaluation because the individuals need time to integrate the learning into their work setting. Kirkpatrick (1976) provides some important

TROUBLESHOOTING THE HUMAN PERFORMANCE SYSTEM



Task Interference

Can the performer easily recognize the input requiring action?

Can the task be done without interference from other tasks?

Are the job procedures and work flow logical?

Are adequate resources available for performance (time, tools, staff, information)?

Performance Specifications

Do performance standards exist?

Do performers know the desired output and performance standards?

Do performers consider the standards attainable?

Knowledge/Skill

Do the performers have the necessary skills and knowledge to perform?

Do the performers know why desired performance is important?

Are the performers physically, mentally & emotionally able to perform?

Feedback

Do performers recieve information about their performance?

Is the information they receive:
- *relevant?
- *accurate?
- *timely?
- *specific about what's correct?
- *easy to understand?

Consequences

Are the consequences aligned to support desired performance?

Are consequences meaningful from performers viewpoint?

Are the consequences timely?

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Figure VI-4

insights about behavior. He suggests that those who want to change their job behavior must meet five basic criteria:

1. They must want to improve.
2. They must recognize their own weaknesses.
3. They must work in a permissive climate.
4. They must have some help from someone who is interested and skilled.
5. They must have an opportunity to try out new ideas.

Although time consuming and difficult to measure, modification of work behavior is the critical success factor. Until HRD begins doing a better job at measuring behavior change, HRD personnel will never truly know how well they are doing. This level, more than any other, validates the need for good front-end assessment and supervisory input.

4. **Results**: this last level focuses on what were the tangible or intangible benefits of the learning activity to the agency; what was the return on the investment? This is probably the most difficult level to measure in that the results may not have an immediate benefit or are difficult to validate. For instance, agencies provide placement training for counselors based on an identified need. The intent is to provide learning that will assist these counselors in placing clients on the job. It may be known that they have the knowledge (as a result of Level 2 testing) and they have successfully placed clients (as a result of Level 3 observation) but can changes in their behavior be definitely attributed to the learning activity? A yes or no answer can't be given, but it can be assumed that it had some positive effect on the outcome. An increase in productivity or quality improvements would be much easier to measure. An additional aspect of this level is the cost factors involved, in both time and resources expended.

People often ask "How do you sell training to management?" or "How do you gain management support?" If accurate assessments are conducted, if appropriate training is provided, and if concrete results are demonstrated (through evaluation), then training will sell itself.

ROLES AND COMPETENCIES

What functions do human resource professionals perform? What knowledge and skills do they need? This section will address both questions. This document relies heavily on the **Models for HRD Practice** conducted by the American Society for Training and Development (ASTD). Other sources can be used, but the "Models" is considered the most comprehensive list of skills needed by HR professionals. The various competencies needed and roles played will vary from organization to organization. These roles and skills will be contingent upon many factors among which include size of the agency, size of the HRD function, available resources, role of the function within the organization, and other factors.

The Roles

To date, nine major studies have shaped the field of HRD (Gilley & Eggland, 1989). An effort to discuss each of these would be far too exhausting for this document. Gilley and Eggland draw on the McLagan Study (1983) and depict five fundamental skill areas: (1) needs assessment; (2) program design, development and evaluation (including individual evaluation); (3) marketing of HRD programs; (4) cost/benefit analysis; and (5) facilitation of learning.

The **Models of HRD Practice** presents 11 roles which HRD practitioners assume. The assumption here is that a person can function in one or more of these at the same time. It is quite possible that in one's career he/she may have assumed all of these roles. The roles include:

1. Researcher
2. Marketer
3. Organization Change Agent
4. Needs Analyst
5. Program Designer
6. HRD Materials Developer
7. Instructor/Facilitator
8. Individual Career Development Advisor
9. Administrator
10. Evaluator
11. HRD Manager

Figure VI-5 presents a graphic picture of how these 11 roles are related to the intellectual, interpersonal, business, and technical competency categories.

The Competencies

The ASTD Model lists 35 competencies or skills needed by HR personnel within four categories: technical, business, interpersonal, and intellectual. The author goes on to say that 13 of the competencies apply to a broad spectrum and thus can be considered core competencies. The 35 competencies are listed below; those marked with an asterisk are the core competencies.

Technical

1. Adult learning understanding*
2. Career development theories and techniques
3. Competency identification skill*
4. Computer competence
5. Electronic systems skill
6. Facilities skill
7. Objective preparation skill*
8. Performance observation skill
9. Subject matter understanding
10. Training and development theories and techniques
11. Research skills

Business

12. Business understanding*
13. Cost-benefit analysis skill
14. Delegation skill
15. Industry understanding
16. Organization behavior understanding*
17. Organization development theories and techniques
18. Organization understanding
19. Project management skill
20. Record management skill

Roles-Competencies Matrix

		Roles										
Competencies		Researcher	Marketer	Orgnztn. Change Agent	Needs Analyst	Program Designer	HRD Mtls. Developer	Instructor/Facilitator	Ind. Career Dev. Adv.	Administrator	Evaluator	HRD Manager
Technical	Adult Learning Understanding	●				●	●	●	●		●	
	Career Dev. Theories & Techs. Undrstndg.								●			
	Competency Identification Skill	●			●	●	●		●		●	
	Computer Competence	●			●		●			●	●	●
	Electronic Systems Skill						●			●		
	Facilities Skill									●		
	Objectives Preparation Skill		●		●	●	●	●			●	
	Performance Observation Skill				●			●			●	
	Subject Matter Understanding							●				
	Training and Dev. Theories & Techs. Undrstndg.					●		●				●
	Research Skill	●			●						●	
Business	Business Understanding		●	●	●				●	●	●	●
	Cost-Benefit Analysis Skill		●		●		●			●	●	●
	Delegation Skill											●
	Industry Understanding		●	●								●
	Organization Behavior Understanding	●	●	●	●						●	●
	Organization Dev. Theories & Techs. Undrstndg.			●								
	Organization Understanding		●	●	●						●	●
	Project Management Skill					●	●			●	●	●
	Records Management Skill									●		
Interpersonal	Coaching Skill			●				●	●			●
	Feedback Skill	●	●	●	●		●	●	●		●	●
	Group Process Skill		●	●				●	●			●
	Negotiation Skill		●	●						●		●
	Presentation Skill		●	●			●	●	●		●	●
	Questioning Skill	●	●	●	●	●		●	●		●	
	Relationship Building Skill		●	●	●			●	●	●		●
	Writing Skill	●	●		●	●	●				●	●
Intellectual	Data Reduction Skill	●		●	●						●	
	Information Search Skill	●	●		●	●	●			●	●	
	Intellectual Versatility	●	●	●	●	●	●	●	●		●	●
	Model Building Skill	●		●		●	●					
	Observing Skill	●	●	●	●			●	●		●	●
	Self-Knowledge			●				●	●			●
	Visioning Skill	●	●	●					●			●

Figure VI-5

Interpersonal

21. Coaching skill
22. Feedback skill*
23. Group process skill
24. Negotiating skill
25. Presentation skill*
26. Questioning skill*
27. Relationship building skill*
28. Writing skill*

Intellectual

29. Data reduction skill
30. Information search skill*
31. Intellectual versatility*
32. Model building skill
33. Observation skill*
34. Self-knowledge
35. Visioning skill

THE OVERLAP OF COMPONENTS - HRD/HRP/HRM

The Human Resource model presented in Chapter III (see Figure III-1, page 22) depicts both the overlap of these components and the various functions which make them unique unto themselves. This section will deal with some specific functions that overlap and how HRD affects them.

Career Development/Planning and Succession Planning (HRP).

There is a great deal of misunderstanding about career development. Most employees equate career development with upward mobility. While this in fact can be true, career development can also include lateral and even downward options. According to Gilley and Eggland (1989) career development is "...an organized, planned effort comprised of structural activities or processes that advance employees within an organization and result in their optimal utilization."

The key phrase is "optimal utilization." No matter in which direction an employee moves, the HRP emphasis considers where the individual will feel most comfortable and where he/she will be most productive.

Career development also has been defined as a strategic effort to create a balance between the individual's skills, abilities, current performance level, and career aspirations and the agency's work force requirements (Leibowitz, 1987; Leibowitz, Farren, and Kaye, 1986) as determined by human resource planning efforts. According to Hall (1986), many programs lack a rationale and have been established without an overall plan. Consequently, career development exists on the periphery of many organizations rather than being part of the human resource mainstream. He goes on to state that the primary key to making career development effective is an institutional commitment to using specific practices to satisfy the needs of particular employee groups and to resolve identified human resource issues, rather than establishing a general program driven by a desire to implement particular career development techniques.

The formulation of a career development system begins with a comprehensive needs assessment and data collection plan, involving the participation of individuals from multiple levels in key positions. This needs assessment and data collection phase are essential not only for exacting the organization's developmental requirements, but also for constituency building and program support.

The needs assessment phase consists of internal environmental scanning, not unlike that conducted for HRP purposes, but more focused to assess employee values, expectations, and job and career satisfaction. Such information can be obtained from the members of the organization via an opinion and attitude survey. Additional information can be sought through individual career consultations, as well as interviews with small focus groups. The scanning process also involves the examination of existing data to reveal key human resource issues, e.g., personnel records on absenteeism, attrition, and promotions; EEO complaints and affirmative action records on compliance with AA goals; grievance analysis; and a review of training records. All this data can provide a benchmark against which to measure the success of a career development system in the evaluation stage.

Information from HRP demand analysis (projected work force requirements) coupled with information from the supply analysis (current and projected availability of human resources) and the resulting gap analysis, should be examined from a career development perspective as well difference between demand and supply).

According to Sredl and Rothwell (1987), career planning is a sub-component of career development, performed by individual employees. It is a conscious, deliberate process of identifying and exploring career opportunities, setting goals, establishing direction, and choosing the means by which to attain goals. Career planning refers to individual processes and intends to meet individual needs. Career planning activities include occupational choice, organizational choice, choice of job assignment, and career self-development (Gutteridge & Otte, 1983). Career planning is an active, not a passive process, and generally involves some method of fostering individual self-assessment, career exploration, goal setting, and planning. It is intended to bring about movement or growth and is a practice that is useful at various points through one's life (Brooks, 1984). Successful individual career self-development depends on the career planning competencies of the person (Cairo, 1985). Therefore, career planning programs should focus on enhancing the following competencies: self-appraisal and career exploration; career goal setting; and action planning and implementation.

In implementing career planning programs, organizations should be aware of some issues that may arise as a result. The following issues can diminish the effectiveness and success of career planning efforts:

1. Career planning programs may inadvertently create unrealistic expectations among employees. These expectations, if not dealt with and reality-tested early in the process, will have a devastating effect on employee morale, trust of management, and ultimately on productivity. Therefore, "information about career opportunities should be honest, accurate, and up-to-date" (Cairo, 1985).

2. As noted above, the concept of career development is frequently equated with upward mobility. This misconception should be discussed and clarified. Organizational information regarding other opportunities for job movement should be shared and explored with employees. Examples include job enrichment, job rotation, career pathing, lateral moves, and realignment moves.

3. Individual career exploration may result in career separation or outplacement. When an employee realizes his or her potential, sets career goals, and plans action to achieve those goals, the current employing organization may or may not be able to meet the needs or fulfill the goals of the employee. The organization must be prepared to deal with the outplacement needs of these individuals and consider this factor in planning for meeting human resource needs.

The provision of a career planning program can enable employees to acquire the information and skills they need to make informed and realistic choices and communicate those choices to the agency administration. Career planning programs should be provided to employees on a voluntary participation basis, based on the assumption that each individual employee is fully responsible for his/her own career path.

As was noted in Chapter V, while career planning programs are generally employee initiated and oriented, succession planning programs are initiated by the employer to insure the development of a sufficient number of qualified persons to fill future vacancies in key managerial and professional positions (Carnazza, 1982). Succession planning differs from career development in that it does not encompass support and line staff but focuses on managerial, supervisory, and professional staff. In addition to some of the activities mentioned within career development and planning, HRD can assist with succession planning by providing such activities/programs as an assessment center (or utilization of some of the techniques contained within), presupervisory development programs, job rotation arrangements, and job tryouts. For further information on Succession Planning consult Chapter V.

Performance Improvement, Coaching, and Feedback (HRM)

Performance improvement, both individual and organizational, is at the very foundation of the human resources system. One cannot be discussed without considering the other. Our emphasis, however, will focus more on the individual aspects of performance.

According to Rummler (1991), the human performance system has five basic components: input, performer, output or outcome, consequences, and information (feedback). Within this system are six factors which affect performance: (1) performance specifications, (2) task interference, (3) consequences, (4) feedback, (5) knowledge/skill, and (6) individual capacity. Figure VI-4 depicts these six factors. In assessing performance and subsequent needs, all of these must be taken into consideration. By utilizing this process, HRD moves into a proactive stance addressing real needs. So, how is this system managed? It must be managed at all three levels: organizational, managerial, and individual performer. The organizational level must establish clear plans and goals; the managerial level must establish expectations and processes; and finally, at the individual performance level, reference is made back to the six factors that affect performance.

Coaching and feedback play critical roles in a performance improvement system. Feedback and rewards are what ultimately make a performance improvement process truly work. "Coaching refers to the managerial activity that creates, by communication alone, the climate, environment, and context that empowers individuals and teams to generate result" (INFO-LINE, June, 1990). Coaching and feedback are integral parts of both training and performance appraisal systems. Within the confines of HRD, coaching is a necessary ingredient for on-the-job training. Additionally, following training it is a necessity to insure and reinforce on-the-job application of the new skill or knowledge. Within the HRM realm, coaching needs to be an on-going process of mentoring, developing, counseling, and empowering employees. These activities reinforce the fact that first-line supervisors are ultimately responsible for the development of their employees. The HRS system is only a means of assisting with this responsibility.

HRD CHALLENGES AND STRATEGIES

HRD Challenges

The greatest challenge facing HRD practitioners within rehabilitation agencies is to transform their operation into a viable management function that truly assists the agency in completing its mission. It is not enough to just develop courses. The HRD function must be seen as an entity that provides solutions to problems. Programmatic challenges faced by HR personnel were discussed in the second chapter (cultural diversity, ethics, literacy, ADA, etc.). Functional challenges--those dealing with structure and operation of HRD--include:

1. From "training" to HRD.

   The HRD function must be viewed as one that provides more than just training courses. The HRD function must be multifaceted as depicted in the ASTD model in order to be of value to the agency. Ask this question: "If there was not an In-Service Training Grant and my agency was faced with cutbacks, what would happen to the training function?" If HRDs only coordinate activities and develop courses now and then, the HRD function could be in jeopardy.

2. Centralization versus decentralization.

   The HRD function needs to decentralize much of its activities. Where possible, practitioners are needed at the outer level. This arrangement allows the central function to act as a support service for direct service providers. The involvement of first-line supervisors is required in the HRD process. They are the real developers of staff with HRD being the provider of resources.

3. Location of HRD within the organization.

   Ideally, the HRD manager is a member of the agency's management team. The majority of decisions made at this level involve the organization's human resources. In addition, the organizational development function can provide a great deal of insight and guidance to this body. If placement at this level is not a reality, the HRD manager must have direct access to top management.

4. HRD competencies.

   HRD staff must demonstrate their competencies if the HRD function is to be taken seriously as a valuable resource. The various roles and competencies of HRD practitioners will vary from agency to agency. Among the factors which will determine this are size of the agency, size of the HRD function, available resources, role of the function within the agency, and the leadership abilities of the HRD manager. A valuable resource in understanding the roles and competencies can be found in **The Models for HRD Practice**, developed by the American Society for Training and Development.

5. Develop a systems approach to HRD.

   A systems approach calls for HRD at two levels: as a subsystem of the larger organizational system, and as a separate internal system. In the former, there should be interaction of HRD/HRM/HRP on an on-going basis. Furthermore, HRD must be knowledgeable of, and closely involved in, all aspects of organizational life. The bottom line is the ability of HRD to help the organization fulfill its mission.

   Internally, the agency needs to develop a comprehensive system of human resource develop committed to accountability and performance improvement. This will include a process for effectively assessing and responding to needs; a system for evaluating activities at the various levels; and a comprehensive operations manual containing the mission, values, philosophy, policies, and procedures, etc., of the organization.

6. Customer satisfaction.

   HRD must be in a position to deliver those services required by its customers." HRD should be a model of customer service for the entire agency.

7. Change agents.

   The value of HRD is in its ability to change behavior at the individual and organizational levels. Within the function of organizational development, HRD staff must possess the skills and knowledge which will equip them to diagnose and solve organizational problems. While everyone need not be skilled in all aspects of organizational development, the unit should have a thorough understanding of the field. The future will see more and more HRD units involving themselves on organizational development tasks.

REQUIREMENTS FOR HRD EFFECTIVENESS

Discussion of the effectiveness of human resource development brings several words to mind: competent, responsive, customer-focused, flexible, proactive, balanced, and committed. How does an HRD function become truly effective? There are specific qualities of an HRD operation which enable it to become a true asset to an organization. Among these qualities are:

1. Knowledge of the organization's business and adherence to its mission.

   This is the basic prerequisite to everything that follows. First and foremost, HRD staff must be knowledgeable about all aspects of the agency's business. Too often HRD staff are engrossed with the business of training and neglect the bigger picture. The mission of the agency is the driving force behind all that it does, and as such, must also be what drives human resource development.

2. Commitment to quality and customer satisfaction.

   HRD must be the model and standard bearer for this process. By instituting this as a standard and making it part of the organization's culture, HRD staff can take a giant step toward effectiveness.

3. Planning as a primary function.

   The HRD function must be actively involved in the organization's strategic planning process. This involvement is critical to providing appropriate services to both employees and the organization. It is the first step in a systems approach that will yield an HRD plan based on performance improvement.

4. Adaptation to change.

   Change being a constant, HRD must be equipped not only to respond to change but also to assist the organization by anticipating it. This is possible by having a knowledgeable staff that maintains active networks and continually scans the internal and external environments.

5. Development of a mission and operational structure.

   Develops an operational posture (manual) through which it describes how, and what, services will be provided. This includes, among other things: a mission and philosophy, policies and procedures, and roles and responsibilities.

6. Being visionary.

   Picture a desired future and then deliberately begin creating it. This may involve a certain amount of risk because often if things are operating smoothly people oppose change and new ideas. By encouraging creativity and innovation, by empowering people, and by taking risks, the organization is challenged to greater achievement.

7. Involvement of management.

   The primary customer of HR is top management. Managers must be involved in all aspects of HRD. By working in this manner, HRD staff demonstrate they are addressing real needs and are maintaining open communication and access to information. HRD also need to involve supervisors at all levels since these supervisors are the individuals responsible for the development of their staff. All of this communicates to management that HRD is a resource that is needed.

8. Development of visibility.

   HRD staff know the benefits of HRD programs but it is important that the staff continually publicize accomplishments. This should not be confused with "bragging"; rather, it is a means of demonstrating value to the agency. Furthermore, it is one method of practicing customer service and program accountability.

9. A holistic approach to human resource development.

   HRD programs and activities focus on all aspects of individual and organizational development. An effective operation considers the "whole person" as an individual, a part of the organization, and as a member of the larger society. This involves a definite paradigm shift for many organizations, but those who have made this transfer have realized the benefits.

The success and acceptance of HRD will be based on how well the unit assists the agency in meeting its objectives. HRD professionals in rehabilitation are truly at a crossroads; they can maintain the traditional posture and risk obsolescence, or they can continue the transformation to a human resource function that possesses the qualities mentioned above.

HRD STRATEGIES AND RECOMMENDATIONS

Why does IBM allocate almost one billion dollars to human resources each year? Why does CEO Kearns of Xerox attribute much of their success in winning the Malcolm Balridge Award to their human resources? Why is the average corporate expenditure on human resource activities in excess of 2% of their personnel budget items? The fact is that human resource development programs have demonstrated their value to those organizations. If rehabilitation is going to have meaningful HRD programs, then they must follow benchmarks of successful programs. This will require commitment, initiative, and persistence on the part of HRD practitioners. Furthermore, it will require state directors not only to provide the opportunity but also to challenge their HRD department. Listed below are some strategies which should be considered by practitioners. There is some overlapping with the qualities previous stated, but they do warrant being repeated. These include:

1. Continually strive to improve professional competencies and be a model for lifelong learning.

2. Develop networks--practice a system of managing by wandering around and listening.

3. Involve managers/supervisors in HR activities.

4. Be an expert on the agency's business.

5. Publicize activities and accomplishments--educate the agency on human resource development.
6. Never forget that HRM is a service to the agency--practice customer service.
7. Develop a systems approach for functioning.
8. Prepare for opportunities and challenges.
9. Be assertive--take the initiative in describing what HRD can do for the agency.
10. Be professional.
11. Make performance improvement the highest priority.

State directors and top management can gain much from the services of a comprehensive human resource development function. For many agencies this will require a deliberately planned change over time. Some of the recommendations for state agencies include:

1. Empower the transformation from a "training" to a "human resource development" system.
2. Provide resources and allow time for this change.
3. Position the HRD director within the agency's management team.
4. Insure that the HRD function is involved in the agency's planning processes.
5. Demand quality and accountability on the part of the HRD function.
6. Communicate a commitment to human resource development.
7. Become knowledgeable on what HRD is and how it can assist the agency.
8. Discuss HRD with other state directors and corporate leaders.
9. Become a mentor for the agency's HRD director.
10. Challenge the HRD operation to improve the agency.

SUMMARY

An investment in human resources is not a foreign concept within rehabilitation--agencies have been doing that for over seventy-five years. Rehabilitation has a history of which it can be proud! Now rehabilitation professionals and managers are faced with another challenge to maximize human resource development within each of their agencies. The surest means of accomplishing this is by adopting an HR systems approach. HRD practitioners must be totally committed to this end or be willing to accept that which is only comfortable. The authors have proposed that HRD must be more than "brokers" or just "trainers." Are HRD professionals now willing to further that position? Given the opportunity, the resources, and with the commitment from agency administrators, HRD can make a difference!

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CHAPTER VII

Chapter VII

LEADING THROUGH ORGANIZATIONAL CHANGE

Nothing is permanent but change.

- Heraclitus

Throughout the history of rehabilitation there have been leaders who have emerged with great vision, the capacity to plan and implement, the wisdom to anticipate change, the perseverance to pursue a necessary course of action, and the fortitude and resolve to empower their human resources to undertake leadership responsibilities. The ability to work within and around certain internal and external constraints toward goal achievement, for example, was a critical element of success attributed to a founding leader in rehabilitation, Mary Switzer.

As noted in earlier chapters, rehabilitation leaders today find themselves in the midst of factors which have significant impact on their organizations' program operations, service systems, fiscal resources, and human resources. These factors compel leaders to consider significant changes for their organizations.

Consider what is being proposed in this document—to develop a unified, comprehensive human resources system (HRS) directly tied to organizational mission, goals, and objectives. The advantages of such a change are many and have been alluded to in other parts of this document. Ultimately, though, the change to HRS is not an end in itself, but a means to an end. The outcome of all this should relate to agency/staff responsiveness to the needs of persons with disabilities, to the quality of services, and to the efficiency and effectiveness of the human service delivery system. This notwithstanding, changing to HRS will have to be a focal point of planning, process, and implementation. For some rehabilitation organizations, the change to HRS will mean a realignment of existing policies, processes, and procedures with organizational mission and the development of a few new ones. For others, the change will mean the development of whole new structures, policies, departments, and even rethinking what it is about.

The change will likely be difficult, time-intensive and, for some, painful. Certain strategies have been suggested to humanely manage the change process (Crimando, Riggar, & Bordieri, 1988; Crimando, Riggar, Bordieri, Benshoff, & Hanley-Maxwell, 1989; Riggar et al., 1989). They will require vision, capacity to plan and implement, and strength of leaders. This chapter is an examination of the nature of leadership, the nature of the organizational change process, and strategies for managing change.

NATURE OF LEADERSHIP

The signs of outstanding leadership appear
primarily among the followers.

-Max DePree

Implicit in DePree's (1988, p. 12) aphorism is another: Outstanding leaders have outstanding followers. By definition, there is a reciprocal relationship between leaders and followers—leaders need followers and followers need leaders. The quality of that relationship and the outcome—whether or not they get to where they are being led—depend on the actions of the leader.

Current theories of leadership suggest that there are both a **transactional** and a **transformational** aspect to it, although some leaders tend toward one or the other. Transactional leadership involves an exchange of promises of rewards and benefits from the leader in return for subordinates' fulfillment of agreements with the leader (Bass, 1990). Transformational leaders ask followers to transcend their own self-interests for the good of the group, organization, or society, to consider long-term needs to develop themselves rather than the needs of the moment, and to become more aware of what is really important (Bass, 1990).

Currently, there are numerous books on transformational leadership. They are naturally similar in what their authors believe are appropriate actions for leaders, although they might name them differently or give them different weights. Figure VII-1 is an examination of important leader actions, as portrayed in a handful of recent books.

While it would be redundant to discuss each point in Figure VII-1, one point warrants examination. Max DePree (1988) believes that the leader should encourage "roving leaders." These are:

> . . . those indispensable people in our lives who are there when we need them. Roving leaders take charge, in varying degrees, in a lot of companies every day. . . . In many organizations there are two kinds of leaders both hierarchical leaders and roving leaders. In special situations, the hierarchical leader is obliged to identify the roving leader, then to support and follow him or her. . . . (pp. 48-49)

Thus, leadership is not limited to those at the top. In a rehabilitation organization, one would hope the director would exhibit at least some of those leadership behaviors identified in Figure VII-1. But anyone in the organization from associate directors, regional managers, program managers, supervisors, Human Resource Specialists, down to the counselor level who behaves as a leader develops an inspiring vision consistent with the mission and strategy of the organization, communicates, empowers others, and so on—can and should be allowed to lead.

Important Leader Actions Examined in Recent Literature

DePree, 1988
Understands and accepts diversity
Encourages roving leadership
Employs participative management
Enables, empowers others
Serves others
Communicates freely and through modeling
Respects others
Establishes covenants of trust and commitment
Is intimate with the organization/work

Peters, 1987
Delegates, empowers
Uses self-managing teams
Listens
Masters paradox
Develops an inspiring vision
Manages by example
Practices visible management
Pursues horizontal management by bashing bureaucracy
Evaluates everyone based on their love of change

Kouzes & Posner, 1987
Challenges the process
Inspires a shared vision
Enables others to act
Models the way
Encourages the heart

Hitt, 1988
Creates vision
Develops the team
Clarifies values
Positions the organization
Communicates freely
Empowers others
Coaches others
Measures progress

Bennis & Nanus, 1985
Manages attention through vision
Manages meaning through communication
Manages trust through positioning
Deploys self through positive self-regard and risk-taking
Empowers others

Tichy & Devanna, 1986
Identifies self as change agent
Takes risks
Builds on the abilities of people
Frames and follows clear value statements
Models self-renewal learning
Deals with complexity, ambiguity, and uncertainty
Envisions the future

Figure VII-1

THE NATURE OF ORGANIZATIONAL CHANGE

With every innovation, there are certain factors, or barriers, that need to be overcome for successful implementation. This is equally true of the changes proposed in this document. These can be categorized as individual barriers and organizational barriers, although one could contend that it is always **individuals within organizations** whose perceptions create the barriers. Sources of individual resistance include habits, role diffusion, disruption of power bases, new learning requirements, meaninglessness, and misconceptions about the implementation of change (cf., Calish & Gamache, 1981; Crimando et al., 1988; Jones & Bearley, 1987).

One barrier to change in a rehabilitation organization concerns the totality of human resources within: A significant proportion of an agency's work force has been in the organization for many years, having started when "times were different." When they started, the culture, mission, policies, procedures, and administration of the agency were different than they are today. They have worked hard and well. They learned certain ways of working, of perceiving things—ways that worked for them, and still work to an extent. These people have a significant investment in the agency. They are naturally reticent about giving up their old ways to learn new ones, because during the learning process they are vulnerable to making mistakes, being embarrassed, and being out of control. Thus, they may resist efforts to change the organization's focus on human resources.

Not all resistance to change is negative; in fact some resistance is necessary (and, in fact, inevitable). "A certain amount of opposition is a great help to man. Kites rise against, not with the wind" (attributed to John Neal). Healthy resistance slows us down. It forces us to consider potential negative effects of change. It obliges us to consider alternatives, rethink our positions, and work constantly toward consensus or compromise. Indeed, healthy resistance may enable us to strengthen both our change strategies and the change itself. Block (1988) cites the role of "opponents" (p. 135)—people we trust but who do not agree with us about our plans for change. Opponents "challenge what we are doing in service of making us personally stronger and our strategies more effective" (p. 136).

The Change Process

Change has been characterized as either **proactive** or **reactive** (Crimando, Riggar, & Bordieri, 1988). Proactive change is change initiated and controlled from within the organizations while reactive change is a response to external environmental stimuli/changes. In reality, all changes lie on a continuum from proactive to reactive. On the organizational level, all change is a response to a real or perceived change in the larger society, either in the present or future. Some are more reactive; a change in policy mandated by legislation is an example. Others are more proactive; a CEO trying to reposition the organization to take better advantage of market trends exemplifies these. But it is also contended that proactivity is a preferred stance (Crimando et al., 1988; Ellis, 1988; Smits, Emener, & Luck, 1981). Thus, once the need for change created by the larger society has been determined, the organization should take a proactive stance in managing it.

Beckhard and Harris (1987) proposed that complex institutional changes take six forms: organizational shape, mission, ways of doing business, ownership, size, and culture changes (cf., Crimando et al., 1988). Thus, organizational structures, processes, demographies, and missions change, but, inevitably, all large change is usually accompanied by changes in the **behavior of individuals**. Jones and Bearley (1987) suggest that, when confronted with the prospect of change, people can take a combination of three distinct stances: functional, or moving toward change (proactive and productive); dysfunctional, or moving against change (reactive and counterproductive); and nonfunctional, or moving away from change (inactive and nonproductive). Their dominant mode is influenced in part by perceived benefits/threats of change and in part by how the change is being managed in the organization. It, in turn, affects the amount and type of resistance to change they display and their rates of adoption of change.

Dormant (1986) refers to those in change—target groups or end-users—as "adopters." This term, she says, underscores the dynamic nature of the relationship between them and the change, and acknowledges the choice people have in the process. Further, it demonstrates the active role that they must take in the process if it is to be successful. One need only imagine the effort people expend in adopting a child (Dormant, 1986) or the work that was done by adopters of the original United States Constitution.

Dormant describes five stages that people in change go through on their way to adoption:

1. **Awareness**. Potential adopters are neither seeking nor avoiding information about the change but are passive receptors. If they receive more positive information than negative information, they will remain open to the new information.

2. **Self-Concern**. In the second stage, adopters begin to wonder about how the innovation will affect them, their roles in the organization, their relationships with others, and so on. Emotional blocks to innovation may begin to surface.

3. **Mental Tryout**. During this stage, end-users mentally rehearse the innovation, evaluating it in their own circumstances. They are concerned about its cost, efficiency, time demands, implementation, and all of the practical concerns that need to be dealt with before they are ready to fully adopt the innovation.

4. **Hands-on Trial**. Adopters are ready to "pilot" or try out the innovation in a real or simulated work situation at this stage.

5. **Adoption**. If convinced of the efficacy of the innovation, and if most of their concerns have been answered, end-users may decide to fully adopt the innovation. They still have not mastered the innovation, so problems can occur. If these implementation problems are not solved, end-users can yet reject the innovation.

Other writers (cf., O.D. Resources, n.d.) point out that "checking-out"-public or private withdrawal from the change process-can occur anytime, although usually starting after the awareness stage. Checking-out occurs when people have "informed pessimism" about the change, concluding that the benefits of the change are not worth its risks/costs.

Finally, Dormant suggests that adopters differ in their rate of adoption. In fact, the rate of adoption for a group of people resembles a bell-shaped curve, with a few early innovators, a few extreme "laggards," and most people in the middle. Part of the large middle group consists of "opinion leaders," who monitor both the innovators and laggards, waiting for a trend to emerge. Once it appears that the change is appropriate, opinion leaders are very influential in championing it. Early innovators can also be helpful in the change effort, especially if they are accepted by the rest of the group. They can assist in demonstrating the change during "hands-on" pilots.

Therefore, adoption, as it appears here, is a **proactive** process. People in change struggle through their concerns for self and the organization and become actively involved in its implementation (or rejection) in the later stages of adoption. One assumes, then, that legitimizing the adopters' role in proactive change efforts can lessen their tendencies to be proactive against the change.

CHANGE STRATEGIES

Change Strategies Related to Leadership

Ultimately, the most important strategies for managing change involve providing leadership through that change. Professional business and popular literature is replete with descriptions of the transformational leader's behavior in implementing change (e.g., Bennis & Nanus, 1985; DePree, 1988; Hitt, 1988; Kouzes & Posner, 1990; Peters, 1987; see also Bass, 1990, for a comprehensive review). Strategies common to these models include envisioning the future of the organization, communication of that vision, and empowering others to implement the vision. Additionally, in the long run, solid management skills will be needed carry the change through to its complete implementation.

Envisioning a future to meet consumers' needs. It has been suggested that the first step a leader takes in impelling and managing change is to develop a "vision." Vision is the statement of "the preferred future, a desirable state, an ideal state" (Block, 1987, p. 103), "a target that beckons" (Bennis & Nanus, 1985, p. 89), the organization's values about its role in the present and future, the measurement of performance and success, human nature, and human relationships (cf., O'Toole, in DePree, 1989). Block (1987) suggests that vision is quite different from a mission statement. "A vision is really a dream created in our waking hours of how we would like the organization to be. It differs from a mission statement in that a mission statement is a statement of what business we are in . . . [It] names the game we are going to play. . . . A vision is more a philosophy about how we are going to manage the business." (pp. 107-108).

A vision is both lofty and strategic (Block, 1987). **Loftiness** is easily seen in the statements above. A vision is lofty when it captures our imagination and engages our spirit. **Strategic** refers to the importance of focussing the vision on consumers' or users' needs. It positions our organization in relation to our consumers and our colleagues (Block, 1987). It has an implicit or explicit connection to the mission of the organization. Hence, it is quite naturally developed only after careful consideration of customer or societal needs (Bennis & Nanus, 1985; Crimando et al., 1988; Beckhard & Harris, 1987).

Bennis and Nanus (1985) discuss the importance of creating vision:

> When the organization has a clear sense of its purpose, direction, and desired future state and when this image is widely shared, individuals are able to find their own roles both in the organization and in the larger society of which they are a part . . . When individuals feel that they can make a difference and that they can improve the society in which they are living through their participation

> in an organization, then it is much more likely that they will bring vigor and enthusiasm to their tasks . . . Under these conditions, the human energies of the organization are aligned toward a common end, and a major precondition for success has been satisfied. (p. 91)

These words are especially relevant to the present discussion. Our visions of the future will become the guiding principle for any decisions we make about human resource management, development, and planning.

A strategic vision is developed after careful consideration of the organization's past, present, and future (Bennis & Nanus, 1985; Kouzes & Posner, 1990). Questions to be answered are listed in Table VII-1.

Table VII-1. Developing Vision: Questions for Consideration

Past

1. How did the organization reach its current status?
2. What qualities contributed to past successes and failures?
3. Who are our customers? consumers? publica?
4. How has the organization's performance been linked with outside indicators, such as economic and labor market, demographic, and health care statistics?

Present

1. Who are our current staff? What is their potential for development?
2. What are our present material resources?
3. What is our present consumer mix? What are their service needs?
4. What opportunities, challenges, and constraints do we face now?

Future

1. What are the long-term trends indicated by legislation, grass roots movements, and other visionaries in rehabilitation, human services, and health care management?

Finally, Block (1987) gives these tips on creating vision:

> 1. Forget about being number one. . . .The vision statement expresses the contribution we want to make to the organization, not what the external world is going to bestow upon us. . . . (p. 109)
>
> 2. Don't be practical. . . . Our desire to be practical works against the creation of a vision. A vision of greatness expresses the spiritual and idealistic side of our nature . . . (p. 109-110)
>
> 3. Begin with your customers. The long-term survival of an organization is dependent upon how well the organization stays in touch with and serves its

internal and external customers. . . . (p. 110)

4. You can't treat your customers any better than you treat each other. (p. 112)

5. If your vision statement sounds like motherhood and apple pie and is somewhat embarrassing, you are on the right track. (p. 115)

Thus, rehabilitation leaders creating a strategic vision to impel a change to a human resource system must decide (a) How can we position ourselves in the future to best meet the needs of persons with disabilities; and, as importantly, (b) How can we best plan, manage, and develop our human resources to achieve that position?

Communication of the vision throughout the organization. To be effective, a vision must be shared. It must be communicated and held throughout the entire organization. There are four ways to communicate vision:

1. **Articulation**. Leaders use a number of opportunities to articulate vision. These include formal and informal dialogue and exchange, policy statements, symbols (Bennis & Nanus, 1985) and tribal stories (DePree, 1989). The vision needs to be on the management and policy agendas at each level in the organization. Block (1988), Kouzes and Posner (1990), and Peters (1987) suggest that the leader take every opportunity possible to preach the vision. "Preaching" is quite descriptive of their prescriptions; notions such as passion, optimism, emotional charge, metaphor, emotional language, detailed and colorful pictures of the future are common themes in their writings. These are, perhaps, a mark of the inspirational leader (Bass, 1990). Vision is further articulated in organizational symbols, artifacts, and rituals/ceremonies.

   Block (1988) warns, however, that the usual pattern of top-down communication of vision is not enough. "The process begins at the top, but the additional step that is required is then to demand that each level beneath the top group do the same. It is the job of each manager to create a vision for the unit" (pp. 108-109). Leaders, then, having articulated vision, engage others in using that vision as a beginning for their own vision of how their division, unit, team, or position will operate in the future organization.

2. **Organizational Integrity**. Vision is communicated through having each policy, work unit, process, or product of the organization serve that vision. This is a way of achieving "organizational integrity" (Bennis & Nanus, 1985), a state in which there is harmony between the manifest, assumed, extant, and requisite organizations (pp. 50-51). In Thriving on Chaos, Peters (1987) presents a number of "prescriptions" for achieving "excellence." One relates to a vision of total customer responsiveness. A challenge in that discussion exemplifies organizational integrity: "The challenge is to view every element of every operation through the customer's lens; to constantly attempt to—literally—redefine each element of the business in terms of the customer's perceptions of the intangibles" (p. 123).

3. **Modeling**. Our actions speak louder than our words. Thus it is extremely important that we become models of the vision. Of course, it is not possible to model a vision. What is possible is to model behavior that is consistent with the vision. What would we act like if the vision were reality? How would we spend our time? What values would we hold dear and act consistent with? Kouzes and Posner (1990) and Peters (1987) suggest ways that leaders communicate vision through modeling:

    a. How does the leader spend his or her time? Tom Peters (1987) calls this "attention getter #1" and writes: "It is simply quite impossible to conceive of a change in any direction, minor or major, that is not preceded by—and then sustained by—major changes, noticeable to all, in the way you spend your time" (p. 498). The majority of the leader's time should be spent in things that are really important to the vision and to organizational values.

    b. What questions does he/she ask? Questions highlight particular issues and concerns and point people in the right direction. They provide feedback about which values should be attended to and how much energy should be devoted to them.

    c. How does she/he react to critical incidents? Kouzes and Posner (1990) write: As we all know, it's when 'push comes to shove' that we learn—often dramatically—the difference between espoused values and values-in-use. Top management reactions to critical incidents . . . give concrete content to abstract principles. They point out the truth of fiction of the importance of key organizational values" (p. 204). In times of financial or other organizational stress, it may be difficult to maintain commitment to human resources utilization. It is those times that it is especially important to do so.

4. **Feedback/Reinforcement**. Performance feedback should be routine in any work setting. People need to know how they are doing. This is especially true with vision or values-related behavior since it is usually not as clear-cut as job behavior. People should receive routine, specific, and timely feedback on how well or how poorly they model organizational values. Vision and values-related behavior should also be considered in annual or semi-annual performance appraisal. Peters (1987) extols, "Evaluate everyone on his or her love of change" (p. 561).

    It is generally agreed that we tend to repeat those behaviors for which we have been rewarded and extinguish those behaviors for which we have received no reward or have been punished. Thus it is with the vision. When people act in ways that are consistent with the vision, with our values, they should be rewarded in some way. For "small" acts, praise, recognition, and other social reinforcement may suffice, as may small tangible rewards, such as meals, donuts for break, and meaningful trinkets (Peters, 1987). Larger acts suggest larger rewards: promotion, "perks," and while pay-for-performance may not be possible in state agencies, other rewards may be available, such as paid time to go to conferences and purchase of desired equipment. Creativity is called for in identifying possible rewards, and potential recipients can help in the design of non-monetary reward systems (Kouzes & Posner, 1990). In any case, rewarding behavior consistent with our vision and values should become a regular practice.

Empowerment of others to implement the vision. Power in organizations is the ability to exert influence and control. Kouzes and Posner (1990) discuss their own research and that of Tannenbaum and suggest that the more people believe that they can control and influence the organization, the greater will be their satisfaction and effectiveness. People need to feel empowered, that they have some control over the change project. Sisk and Williams (1981) identify two sources of managerial power: position power (granted by virtue of the organizational position) and subordinate power (surrendered voluntarily and which paradoxically allows subordinates to control their superiors within limits). The existence and amount of subordinate power in any change situation makes the success dependent on the full participation of administration, management, and adopters, because they can resist and thwart any effort to change.

There are a number of advantages to empowering others to implement change. First, and most importantly, if people are empowered to be **proactively** involved in the change process, they are less likely to be **reactively** involved against it. Their involvement weakens their resistance to change because they will have developed a sense of ownership in the change (Backer, 1986). Second, they will likely be able to offer suggestions for how change might be engineered. Third, people's expectations about what they may accomplish can be increased (Bass, 1990). Empowerment enhances people's sense of personal well-being, freeing their energy to be used for organizational goals. Kanter (1983) suggests that people are energized—engaged in problem-solving and mobilized for change—by their involvement in a participative structure that permits them to engage in work roles beyond their normal ones and deal with meaningful issues. Fourth, lack of power makes people petty and dictatorial over the things they can control. Kanter (cited in Peters, 1987) observes: "Powerlessness corrupts. Absolute powerlessness corrupts absolutely" (p. 343). Further, Kouzes and Posner (1990) believe that power is not a "zero-sum" commodity. A leader does not lose power by empowering others but actually gains it through "reciprocity of influence—the leader and follower are willing to be mutually influenced by one another" (p. 164). Finally, empowerment through participative management enables the expression of the diverse "gifts" of the people within an organization with an emphasis on quality performance in achieving the agency's mission. The process fuels the generation of ideas, the solving of problems, and the managing of change and conflict (DePree, 1989). Empowerment is a process for relinquishing leadership authority to the organization's human resources with full recognition of what others can do better.

For people to feel empowered they need direction, knowledge, resources, and support (Byham, 1988; Kanter, 1983). People first need to know which way to go. This is described in broad strokes in the leader's vision statement and then specified in key result areas, goals, objectives, and measurements. They need knowledge—data, skills, training, information, political intelligence, and goals. It should go without saying that people need the proper resources: the tools, materials, facilities, time, and money necessary to do what they are supposed to do. All too often, though, performance problems can be directly traced to lack of tools. Lastly, they need constant and continuous support. Support starts with endorsement and legitimacy for their role in the change process; includes reward, encouragement, and feedback as discussed above; and in some cases requires coaching. Byham (1988) suggests, however, that when coaching or help is necessary, it be given without the leader's taking responsibility for the task. That is, once a task is delegated and someone empowered to complete it, the leader should offer help only when asked and then step back at the earliest opportunity possible.

Finally, Galvin (1989) cites Lawrence's (1954) admonishment that employee participation in change is of value only if their involvement is genuinely sought and based on respect, rather than as a way to manipulate them or sell a decision already made. This highlights the need to involve them even back at the "envisioning" stage, before decisions get a chance to be made. Meaningfulness of involvement and empowerment have upper limits also. An exhortation to empower employees does not imply the leader is free from making decisions, nor does every employee have to be involved in every decision. But where employees are being asked to change their behavior, where organizational changes—especially a change to a human resources system—will so much affect how people relate and how they do their jobs, careful consideration should be given to their legitimate empowerment and involvement.

Management skills. In his practical guide *The Leader Manager*, Hitt (1988) states that the essence of leadership is vision and implementation skills or the ability to translate the vision into reality. The former without the latter makes one a dreamer, not likely to be successful in leading an organization through change. Only the leader-manager, one possessing both envisioning and implementation skills, is likely to thrive. Thus, some level of management skills is essential to managing organizational change. In fact, Crimando et al. (1989) go so far as to suggest that management of change is, first, management and, second, change.

Crimando et al. (1988) suggest that management can be said to comprise five functions: planning, organizing, leading, evaluating, and staffing (cf., Hitt, 1988). These functions and related activities are defined as follows:

1. **Planning**. "The process through which decisions are made about the results an organization expects to achieve and about the courses of action most likely to lead to their achievement" (Sisk & Williams, 1981, p. 63). Planning activities include conducting needs assessments, allocating resources, developing action strategies, and so on.

2. **Organizing**. "The grouping of activities necessary to attain objectives, the assignment of each grouping to a manager with authority to supervise it, and the provision of coordination horizontally and vertically in the enterprise structure" (Koontz & O'Donnell, 1976, p. 24). Primary concerns in organizing are developing formal and informal structure, lines of communication, and lines of authority.

3. **Leading**. "A process involving two or more people in which one person attempts to influence the other's behavior toward the accomplishment of some goal or goals" (Szilagyi, 1981, p. 442). Beside the transformational activities discussed herein, leadership includes more transactional notions of motivation, either by reward or, when appropriate, coercion.

4. **Evaluating**. Sometimes entitled "controlling," this function as been discussed by Caines, Lewis, and Bates (1978) thus:

> Ongoing evaluation permits the staff to know of the effect of the program's operation on the community, and whether the operation is working as planned. With this knowledge, the staff member can more easily improve the program operation, respond quickly to changing community needs, and justify the importance of the program in regard to budget priorities. (p. 15).

5. **Staffing**. "Manning the organization structure through proper and effective selection, appraisal, and development of personnel to fill the roles designed into the structure" (Koontz & O'Donnell, 1976, p. 431). Staffing includes activities such as recruiting, selecting, orienting, training, and appraising (Riggar, Crimando, & Bordieri, 1990).

Specific Change Strategies for the Change Agent

Dormant (1986) suggests that different change strategies are needed for persons in each stage of adoption. In awareness, activities which **advertise** the innovation should predominate. These activities are meant to merely gain the attention of adopters and positively appeal to their needs. The communication of vision throughout the organization serves to advertise the change. In state agencies interested in adopting an HRS, the dissemination of this volume and similar literature and mentioning HRS in both formal and informal communications may serve to gain people's attention.

In self-concern, when potential adopters are wondering about their roles in the future organization, the primary strategy for the change agent is **counseling**. People need to be given the opportunities to work out their concerns about new learning, role diffusion, disruption of power bases, and so on. Activities which provide opportunities for identifying concerns and providing relevant, reliable answers to those concerns are particularly helpful. This might be done in formal focus groups or quality circles where they exist, or it may be done in informal discussions within and among work units. Block's (1988) admonition to engage others in developing their own vision is suggested here. This particular innovation would seem to require other formal measures, such as the creation of organizational task forces to develop specific procedures and policies that may also address individuals' concerns. Collective bargaining units will surely have to be involved at this stage if they have not already.

Those persons in mental tryout need **demonstrations** of the innovation in situations similar to their own. It should be recalled that their concerns relate to cost, efficiency, and time demands. Thus, activities in this stage would include promoting discussions with satisfied peer adopters and small pilots with "field trips" to test sites for potential adopters. Task forces created earlier might also disseminate findings and plans that relate to implementation concerns.

The hands-on trial stage requires **instructors** to train adopters in the skills and knowledge necessary for the innovation. Training may be accomplished through formal in-service and out-service methods, job coaching, and university or community college courses. Topics relevant to the present innovation certainly include performance management/improvement, staffing, organizational development, and strategic planning. There are also a number of generic skills found to be helpful in preparing staff to change, including: writing behavioral objectives, innovative problem-solving, and task force process (Lippit, Langseth, & Mossop, 1985); team building (Dyer, 1987), networking (Backer, 1985), and the use of feedback in organizational development (Nadler, 1977); and change management itself (Beckhard & Harris, 1987).

Finally, those who are full adopters need **technical assistance**. They still can reject the innovation, so problems must be anticipated when possible and remedied in a timely fashion. Thus, on-going, regular support and the provision of all necessary resources are essential. Further, adopters should be rewarded for their efforts (Nadler, 1981), as it is generally accepted that people tend to act in ways for which they have been rewarded or that they believe will lead to future rewards. While one hopes that the change in quality of work life anticipated by adopting an HRS would, itself, be intrinsically rewarding, there are some persons for whom more tangible, extrinsic or intrinsic rewards are needed.

OUTCOMES

It was established at the outset of this chapter that a human resource strategy is not an end in itself, but a means to create an organization more responsive to its mission and purpose. Consequently, outcomes of the change to HRS must be measured "on the bottom line" and seen in improved quality of service, higher consumer satisfaction, more timely services, cost per closure, and so on. The true test of the success of any initiative such as a change to HRS is in the observed increase in agency effectiveness.

That notwithstanding, as Block (1988) observes, "You can't treat your customers any better than you treat each other" (p. 112). Agency effectiveness will be affected by the morale of its work force. Thus, there are potential quality-of-work-life (QWL) outcomes to be considered in measuring success. Creating a human resource strategy may lead to increased morale because people will see the relationships between their and others' jobs, planning, management, and development decisions and policies made, and the mission of the agency. The strategy discussed herein may also lead to increased job satisfaction, as was discussed in the subsection on empowerment. Further, McClelland (1971) suggests that people are motivated by fulfillment of needs for power, achievement, and affiliation. One can imagine an implicit scenario: The employee, enlightened and energized by the vision, sees himself or herself as part of a greater effort (affiliation), is then empowered (power) to participate in the realization of that vision, and is intrinsically rewarded—not to mention extrinsic rewards as suggested above—when significant accomplishments are made (achievement). Thus, there is a real potential for increased intrinsic motivation as an outcome of HRS.

CASE STUDY

A case study demonstrating some of these principles is provided by Stephens (1988) in his description of the Alabama rehabilitation agency's implementation of the Management Control Project (MCP) and adoption of a "Blueprint for the Future." (The case, also, coincidentally demonstrates some of the HRS concepts discussed in this document.) As most know, MCP is an attempt to make a rehabilitation agency more performance-oriented and accountable by, among other things, giving more casework discretion to the counselor and supervisor.

Led by director Lamona Lucas, the executive team developed a vision for the future which is expressed in the Blueprint—a values-based decision structure (see Table VII-2). As can be seen in Value II, the agency would espouse an HRS while in Value III, its human resources would be empowered to carry forth the vision for the future. Throughout the case study, Stephens writes of total staff participation in writing goal and value statements, teams to implement the project, and leadership symbols and patterns. He states:

> Lucas is a case in point. During the formulation of the value-based decision structure, she attended and spoke to staff at each session . . . stressing expectancies for the future. In addition, during the training and implementation phase for performance standards . . . Lucas made an appearance at every session and attended several in their entirety . . . Framed copies of the Blueprint for the Future hang on Lucas's office wall and the walls of other top managers. Formal and informal discussions about future programming and current decisions usually prompt the question: "Is it congruent with our values and goals?" (p. 80)

Finally, Stephens reports that even though it is still too early to determine the magnitude of the impact the change will have on agency performance, the nature of the process used does seem to have had some positive outcomes:

> . . . The use of a formal change process has increased the speed, intensity, and focus of the effort. The early teamwork of identifying issues, values, and goals helped focus staff attention and energy on a few critically important areas. Intensity was achieved by increasing the numbers of people and amount of activity focused on any given issue. And finally, the intervention process itself served to provide the structure required to keep the change occurring and better manage the speed at which change has occurred. (p. 82)

The following are questions an organization should ask when contemplating change:

QUESTIONS[1]

Planning

1. What is the future desired by the operation?
2. What is our present state? What premise do we operate under?
3. What specific goals and objectives will we seek to attain?
4. What needs to happen to go from our present state to our desired future?
5. What kinds of resources do we need to attain our goals?

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[1] From Crimando et al., 1989; Reprinted with permission, Journal of Rehabilitation Administration.

Table VII-2
Value-Based Decision Structure

I. We value the worth, dignity and rights of persons with disabilities.

Goals:
1. Provide quality services which lead to quality outcomes, giving priority to persons with severe disabilities
2. Involve advocates and persons with disabilities in agency planning and policy development
3. Advocate for the rights of persons with disabilities

II. We value the contributions of all staff in achieving our mission.

Goals:
1. Recruit, employ, and promote qualified staff
2. Establish open and hones communication
3. Provide staff opportunities for personal and professional growth
4. Establish realistic performance and productivity standards
5. Reward exemplary job performance
6. Encourage staff creativity and innovation

III. We value an agency management style that provides opportunities for staff participation.

Goals:
1. Develop an agency management philosophy that promotes creativity and innovation
2. Provide management development opportunities for agency management staff
3. Promote an agency management style that encourages teamwork among all staff
4. Promote an agency management style that encourages greater staff participation in agency decision making

IV. We value maximum acquisition and the efficient and effective management of resources.

Goals:
1. Acquire maximum financial and other resources
2. Increase legislative support
3. Develop a management information system to measure the effective and efficient use of our resources
4. Develop and use appropriate technological advancements

V. We value public support.

Goals:
1. Inform the public of our mission and our goals
2. Develop partnerships with business and industry
3. Encourage greater staff commitment to and responsibility for development of community-based agency support

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6. What stands in our way?
7. What means of logical or sequential incrementalism will be applied?
8. How should I allocate resources to the persons and programs responsible for coordinating change?
9. How will I know when we get there?

Organizing

10. Do we need a temporary task force or permanent structural change to coordinate and maintain the change?
11. If permanent, should the organization be traditionally structured (vertically or horizontally), or would a matrix or hybrid structure be more appropriate?
12. How can both the formal and informal communication system be used to enhance the change effort? Do they need to be modified?
13. How much and what kind of authority should be delegated to those responsible for change?

Leading

14. Who is likely to resist change? What kind of resistance will they offer?
15. How can I motivate people to overcome their natural resistance?
16. What power or inducement is available to induce behavior change?
17. How can I reinforce staff for active participation in the change process?
18. How can I best communicate my "vision" for the future, as well as the means to attain it?
19. How do I develop a synergistic environment and process, as well as organizational integrity to my vision?
20. Who are the other "leaders," i.e., those who have formally or informally based influence over staff, clients, and publics?
21. Is my response to mistakes destructive or constructive?

Evaluating

22. What are reliable indices of change, i.e., what can we measure to determine if our change efforts are successful?
23. What kinds of temporary mechanisms do we need in order to provide timely and accurate feedback on our change efforts?
24. How can I ensure that feedback and feed-forward mechanisms are used appropriately, i.e., to control/improve the change process?
25. What permanent changes do we need to make to our program evaluation system to accommodate our future state?

Staffing

26. Who in the organization or in key outside constituency groups can be brought in to participate in change planning and implementation?

27. What kind of additional people do I need to recruit into the organization to attain our desired state? How can I best identify and recruit them?
28. What developmental (training or education) needs of existing staff must be met before they can participate in the change process?
29. What developmental needs of existing staff must be met before they can participate in the future state of the organization?
30. What formal or informal mechanisms do we need to provide staff with accurate appraisals of their participation in the change process?
31. What formal changes in the existing performance appraisal systems do we need to make to maintain or control future performance?

SUMMARY

Rehabilitation agencies and organizations are continually changing, whether in response to environmental/market conditions or legislation, a large-scale transformation to human resource systems or a small shift in service emphases. These changes are rarely easy or smooth, and they often take their toll on the energy and emotions of those who must respond to them.

As previously discussed, changes will require strong leaders. Leadership is not restricted to the "top" of the organizational chart: " . . . Leadership is not a place; it is a process. It involves skills and abilities that are useful whether one is in the executive suite or on the front line" (Kouzes & Posner, 1987, p. xvii). Thus, leadership can be found and must be allowed to develop, at all levels.

Just as change is never easy, nothing in this chapter should imply that leadership is easy. In leading through organizational change, the roles of leader and change agent are nearly equal; some might say they were synonymous. In any case, leaders cannot operate under traditional models. In the past, leaders have used power and authority transactionally—reward and punishment in exchange for compliance/non-compliance. Given the realities of the work force, the nature of work, and the nature of rehabilitation, however, leaders must strive to be transformational. They will inspire others to look beyond present personal needs to future organizational needs, realizing that in doing so, personal needs will be fulfilled. Such leaders will develop a strategic and lofty vision for the agency, communicate that vision, and allow others to use their own power in implementation of the vision. They will use transactional skills to appropriately reward and encourage growth toward the future vision. They will employ the skills of the change agent in recognizing and helping others resolve resistance to change. Finally, leaders will use strong management skills in planning, staffing, and evaluating the change effort. In this way, while change is not easy, it at least becomes a learning or growth experience for the rehabilitation organization and its members.

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CHAPTER VIII

Chapter VIII

RECOMMENDATIONS

The state-federal rehabilitation program is confronted with a number of challenges which must be addressed if it is to be responsive to the present and future rehabilitation needs of people with disabilities: Challenges due to increased cultural diversity; shifting societal values and revised attitudes toward work, diversity, and persons with disabilities; increasing demand for qualified rehabilitation professionals to replace an aging work force; and need for rehabilitation professionals to acquire new knowledge and skills to meet the changing needs of the program's customers.

One of the greatest challenges to rehabilitation is the demand for effective and efficient use of its most valuable resource, rehabilitation's **human resources**. This document assists concerned parties in building and sustaining the agency's human resource capacity. It offers strategies to address the opportunities, needs, and challenges presented to rehabilitation for serving people in a new array of services, to increase the number of individuals served, and to deliver a program that is efficient and effective. It will assist leaders build a better Human Resources System--a system designed to improve the performance of the agency.

Some may perceive the challenges discussed in this book as having the potential for creating crises--crises in the sense that we may no longer apply the philosophies, strategies, and practices of the past to meet human resource challenges. However, as the text suggests, these challenges present important and timely opportunities to make positive changes. Adjustment to environmental changes, which rehabilitation embraces as a natural phenomena, will demand a system founded on individual and professional competence, aided by various applied technologies.

SPECIFIC RECOMMENDATIONS TO KEY CONSTITUENCIES

The transformation in human resource planning, development, and management proposed in this text can occur with the aid of the following constituent groups: The Rehabilitation Services Administration, the National Institute for Disability and Rehabilitation Research, the Council of State Administrators of Vocational Rehabilitation, directors of each state program, human resource managers in state agencies, the Regional Rehabilitation Continuing Education Programs, university long-term training programs, rehabilitation facilities, independent living programs, and certifying and professional organizations. Specific recommendations that may be pursued are proposed.

Rehabilitation Services Administration (RSA)

1. **Develop a national strategy and plan for RSA.** This strategy and plan should be widely promulgated.

2. **Require an annual HR Plan by states.** An effective systems approach should require RSA and state agencies to develop and manage an annual HR Plan outlined as a part of the State Plan.

3. **Develop continuing education and in-service training priorities.** Training priorities should reflect emerging skill and performance requirements of agencies and providers serving agency clientele and should be tied to improved performance achievement. Priorities should be defined in terms of needs, planning, and capacities to respond to such needs. In-service skill training should be based on a periodic assessment of state, regional, and national needs assessment.

4. **Convene topical study groups.** Forums and topical study groups should be established at the state, regional, and national levels. These groups should deal with basic issues that will apply as a human resource systems concept is explored and adopted. Such forums should be charged with the following responsibilities:

   (a) to carefully examine the new issues raised as a human resource systems is implemented, as diversity is expanded, and as team approaches to building an improved rehabilitation process are introduced;

   (b) to identify and resolve barriers to the adoption of innovations, exemplary strategies, and solutions to human resource utilization and development in current state systems; and

   (c) to identify practices which foster increased applications of effective human resource systems principles.

5. **Sponsor development and demonstration projects.** Models and mechanisms are needed for (a) developing human resource systems skills training and application; (b) identifying and promoting leadership skills; (c) promoting efficient agency change strategies; (d) conducting strategic human resource planning; and (e) appraisal of, evaluation of, and inducements to improve agency and individual performance. Technical assistance centers or institutes may need to be developed or expanded to assist in this development.

6. **Networking.** RSA should urge the continuation and inclusion of HR Managers in conferences with NCRE and RCEP staff. These programs should focus on overall direction, networking, and capacity building.

7. **Encourage use of alternate technologies for improving performance.** New methods for training and staff development must be identified and supported. Approaches based on computers and simulations, integrated systems which provide diagnostic assessments of staff performance, and job restructuring are examples of some methods for promoting

continuing achievement of relevant skills.

8. **Demand qualified staff.** The concept of "qualified rehabilitation staff" must reflect both fundamental professional preparation and continuing professional performance and development. A concept of a qualified professional based solely upon degree, initial credentialing, and acquisition of continuing education credits may no longer suffice. "Qualified" must be based upon the continuing development of relevant skills and the quality of the individual professional's performance.

National Institute on Disability and Rehabilitation Research (NIDRR)

1. **Promote applications research.** Greater connection is needed between scientific discovery and its translation into contemporary practice. New knowledge transfer is necessary so it may be adapted in all sectors of the rehabilitation process. Fundamental research on human resource development and planning issues and on the impact of reorganization on rehabilitation outcomes are also needed.

2. **Develop human resource appraisal methodologies.** Current methods for identifying individual professional needs and appraising performance are inadequate. Performance evaluation methodologies which provide immediate feedback to the agency and individual regarding performance and developmental needs must be developed and disseminated. Likewise, methodologies for appraising professional performance and competence of human resource teams and individuals within such teams are needed.

3. **Develop and disseminate improved information systems.** Information systems which efficiently archive, retrieve, and network relevant information into the planning and management arenas are critically needed. These technologies must improve the collection and application of the mundane and critical information used to appraise, diagnose, evaluate, allocate, and promote improved human resource use. Ready access to current information on effective human resource practices and innovations and cross-disciplinary transfer of knowledge are also requirements of such information exchange systems.

4. **Increase the utilization of innovations.** Advancements derived from federally funded research and development efforts must be accompanied by methods to assure maximum application. Materials on innovations must be convenient to the end-user or adapter of the new rehabilitation practice. Novel ways to transfer new knowledge and bring it efficiently into the fabric of practice are of paramount importance. Knowledge of skill needs, in the absence of innovations useable to meet those needs, is a monumental problem to the consumer's assuring quality in a need-driven rehabilitation program.

Council of State Administrators of Vocational Rehabilitation (CSAVR)

1. **Facilitate an understanding of Human Resource Systems.** The CSAVR leadership through its HRD committee must facilitate an understanding of an HRS approach among all stakeholders at the state, regional, and national levels. The CSAVR Executive Committee should consider HR issues and impact as they set their annual agenda. The HR

committee should review this agenda and consider impacts/needs from the larger HR perspective.

2. **Integrated Networks**. CSAVR should advocate for integrated annual meetings of all HR stakeholders. This includes such groups as NCRE, NIDRR, RCEP's, etc. State Directors should encourage including HR Managers in CSAVR meetings.

3. **Provide visionary leadership**. Promote, through committee and governance structures, the identification of leadership which values adoption of a visionary conceptualization of the rehabilitation program. Such efforts might take the form of a national forum for identification of critical leadership issues; sponsorship of a national executive leadership search service; or endorsement of training programs which conduct leadership training across the broad rehabilitation community.

4. **Commit to strategic human resources planning.** The Council should pursue a course of action which nationally promotes integrated human resource systems linked to the agency's mission. The strategic plan might be dually focused: first, on a renewed organizational concept of future directions of the rehabilitation program, and second, on the human resources that will be needed to achieve such an end. This would include how such resources may be devised and retained, nationally and regionally. Suggestions might incorporate reallocation, recruitment, retraining, replacement, and state investment in training (e.g., funding preservice traineeships).

5. **Embrace a proactive attitude toward change**. Conduct focused seminars and establish committees and task forces charged with three responsibilities: (a) identify the forces likely to change the nature of human resource in rehabilitation; (b) identify changes that may need to take place in the framing of the state rehabilitation program; and (c) identify key mechanisms which can promote creative ways to embrace change among members. The development of a revitalized vision of rehabilitation and the collective pursuit of an improved idea of what the rehabilitation program can be would be important contributions to rehabilitation.

6. **Develop human resource partnerships**. Partnerships need to be developed with academic communities to identify and reshape preservice and postservice training and development consistent with emerging needs. Partnerships need to be forged with other provider sectors in areas related to rehabilitation. These partnerships are needed to achieve the mix of capacities which those resources must have in order to provide the quality of services, care, and support. Partnerships need to be forged with critical sectors of the consumer communities and advocacy sectors to assure sensitivity to the emerging and real needs of constituents of the rehabilitation program. Involvement must be strengthened with both public sector and private employers. Their involvement with the program is a gauge of the relevance of skills, value of outcomes, and possibilities for human resources. Partnerships need to be forged or refined and advanced with agencies and organizations which provide fiscal resources, support training and technical assistance, and conduct certification or licensing for the rehabilitation professions.

Directors of State Programs

1. **Enhance the link between HRP and strategic planning.** Continuing strategic planning is based on identified customer needs, is driven by the goal to provide the best quality performance to the agency customers, is supported by actions which help the agency anticipate and proactively respond to changes in consumer needs, and promotes a commitment to the maximum efficient use of all its resources. The strategic plan must translate into a long-range plan and link to the HRP.

2. **Adopt a human resource systems perspective**. Directors must commit the agency to a systems approach to human resources. This approach will encourage and promote improved performance of the staff and the organization.

3. **Promote agency-wide change**. Actively apply the concept of human resource systems advanced in this book. Set the expectation that change is fundamental. Frame policy and regulations around the expectation of consistent customer satisfaction. Shape human resource plans around changing configurations of skills, functions, and diversities to maintain the highest level of individual and agency performance against those standards. Demand improved performance as a result of human resource planning, management, and development.

4. **Provide visionary leadership**. Leadership is needed for sustaining momentum throughout change. Directors must demonstrate that they value a systems approach to HR. Every director must have an HR professional as a part of the senior management team.

5. **Promote a human capacities environment**. Promote an environment which values and rewards diversity; encourages creativity, innovation, risk taking; and promotes personal growth, lifelong learning, and improved individual and collective performance.

6. **Support individual growth and change**. Support actions, programs, and practices which achieve timely improvements of individual staff in their contributions to the goals of the agency. Directors need to endorse and provide the fiscal support for activities which individuals plan and follow to improve their performance and develop their skills.

Human Resource Managers in State Agencies

1. **Promote careers in rehabilitation**. There must be shared responsibility between agencies and preservice programs to aggressively seek individuals with the greatest potential and competence. They should foster the early career interests in rehabilitation at undergraduate and graduate levels. Human Resource Managers need to draw qualified persons from various disciplines. They should consider many employment sectors, cultures, ethnic groups, disability, and experiential backgrounds if rehabilitation is to have the pool of diverse human resources that will be required to address the consumer needs of tomorrow.

2. **Active participation in agency strategic planning**. Human resource managers have the responsibility to carry through the intent outlined in this book, and they must become

involved in the agency's strategic planning to (a) translate mission and related objectives into human resource terms; (b) inventory the skills, potentials, and resilience of persons available to accomplish change; (c) develop position descriptions around changing needs for staff; (d) involve supervisory staff in human resource development; (e) include staff in strategic planning activities; (f) link performance improvement to human resource development; and (g) provide continuous input as to resources, resource needs, and impacts of HR activities on performance.

3. **Advocate for human resource development.** Advocacy will include: (a) translate agency mission and goals into human resource terms and promote them throughout the agency; (b) demand resources to enable individual and agency level human resource improvement; (c) promote supervisor accountability for human resource development; (d) link human resource development to individual performance improvement; (e) identify and support leadership in all sectors; and (f) advocate for rewards, enticements, and standards of performance to maintain continuing individual commitment to the goal of improved quality of rehabilitation services.

4. **Involve staff at all levels in human resource planning.** Make use of human resource planning groups to solve staffing and development needs, as well as identify alternative ways in which resource needs can be met. Develop the overall agency HR plan.

5. **Apply meaningful performance standards.** Both process and productivity measures must be developed. These should be based upon the primary functions of individual jobs and the value-added or production of these individuals in relation to the organization's goals. Differential performance standards are necessary for administrative staff, direct staff supervisors, and service delivery staff. No individuals should be exempt from careful appraisal in relation to the roles they actually perform in the agency.

6. **Conduct continuing appraisal of human resource.** Appraisal activities need to be continuous and have multiple purposes including: (a) diagnostic and performance evaluations; (b) appraisal of improvements in performance; (c) identification of changes in capabilities among existing staff; (d) identification of individual and group deficits; and (e) identification of needs for development of alternative human resources.

7. **Act as a change agent.** The HR manager is best positioned to lead others to an understanding of the value of an HR systems approach. This includes other members of the senior management team and involves building alliances or coalitions with line supervisors and staff.

8. **Develop networks.** HR managers must be closely aligned with universities, RCEPs, and other state agencies to address HR needs.

Regional Rehabilitation Continuing Education Programs (RRCEP)

1. **Disseminate the human resource systems concept.** Incorporate the principles and concepts of the human resource systems viewpoint developed through this book in ongoing technical assistance and HR development efforts with agencies.

2. **Appraise regional needs and development resources.** Support, participate in, and coordinate both the identification of regional human resource needs and the availability of and need for new resources to meet human resource development needs.

3. **Provide human resource training and technical assistance**. Identify, develop, and obtain the resource technology necessary to aid agencies in areas of (a) strategic planning, (b) human resource planning, (c) human resource development, and (d) human resource management.

4. **Provide continuing support to agencies**. Provide skill-building activities and technology to state agencies needed to continue achievement of necessary change. Provide specific training for supervisors on their responsibilities for development of staff.

5. **Provide for self-development**. RCEP staff must assess their own skills and knowledge of human resource technology and make a commitment to further develop needed skills.

University Education Programs

1. **Increase recruitment and career development.** Universities need to aggressively seek out and support the development of the most qualified undergraduate, graduate, and postgraduate individuals for rehabilitation. Universities are encouraged to aggressively recruit diverse student populations and provide curriculum that addresses multicultural issues. Career planning must be designed around the continuing development of the professionals, rather than the temporal skill preparation of individuals for careers within a discipline.

2. **Networking or development of linkages and partnerships**. Conduct follow-up studies with students and employers. Act as a resource to state agencies and collaborate on training with other universities in the region. Preservice education must be customer oriented. It must prepare counselors for the new issues facing rehabilitation such as culturally diverse consumer populations.

3. **Develop curriculum around the human resource systems concept.** Core curriculum is needed which builds upon the concepts and guidelines presented in this document. Support technologies and activities are needed for use in preservice training, for individual professional development, for agency in-service human resource development, and for application in technical assistance with agencies and facilities.

Certifying and Professional Organizations

1. **Require continuing development and demonstrated competence**. Greater emphasis should be placed on the individual's actual continuing education and development requirements as a rehabilitation professional. Such demands may go beyond the acquiring of continuing education credits to demonstrating that the individuals are increasing their role-employment relevant skills, their general capacity to develop professionally, and the quality and value of their performance with or on behalf of individuals with disabilities.

2. **Expand competencies for professionals.** Competencies may need to be identified for professionals as to how able they are to deal with change and for those in supervisory positions for leading and managing change among the professional work force. For example, if change is a continuing process, then competencies may be required which look at abilities to deal with change, to work on a team, to do personal self-appraisal, and to do career planning. Likewise, competencies identified with leadership and follower-ship may also be appropriate for certification and licensing bodies.

3. **Expand types of certification/licensing offered.** Both entry-level certification and career-level recertification may be needed. Initial certification may be based upon preservice professional preparation. Career recertification may take into account professionally defined competencies for the specific functional roles and effectiveness in that employment setting.

APPENDIX A

Appendix A

A CASE STUDY

A HUMAN RESOURCE SYSTEMS APPROACH IN A DECLINING CONTEXT

Current economic, political, and social trends send the message that limited resources will be a condition of this decade. What this means for many rehabilitation agencies is reorganization, restructuring, retrenchment and downsizing. Retrenchment and downsizing are planned actions to reduce the scope or level of activity of an organization. Typical actions include layoffs, early retirement incentive programs, other cost-cutting programs, reduction of capacity, and divestitures.

One of the most significant differences between downsizing in the past and downsizing in the present is the number of white-collar personnel who are being affected. The task is not simply to develop mechanisms that ease the ebb and flow of educated personnel into and out of organizations; it is also to put into force the restructuring and developmental challenge within the presenting issue of white-collar reductions. The following actions are incorporated into the downsizing process:

1. Shifts in the patterns of careers and the decreased opportunities for traditional vertical mobility.

2. The increased emphasis of white-collar productivity and the resulting scrutiny of professional work.

3. Retrenchment-driven shifts in patterns of supervision, control, and risk-taking that upset the culture and style of management.

4. Long-term reorganization of the economy.

Under downsizing, many of the relevant uncertainties can be viewed as human resource issues. Human resource management should take the lead in shaping some of these issues, proposing options, and assessing consequences of alternatives, and in so doing can become a major player in the development of a strategic response. Below is a case study on downsizing which should be examined from a human resource systems perspective taking into account all three components: human resource planning; human resource management; and human resource development.

The Case of Downsizing

In January, 1991, a comprehensive organizational planning effort was conceived by State

Director Ronnie Joe Dennison, Seattle Vocational Rehabilitation Commission (SVRC). Faced with the need to absorb a four percent pay raise, SVRC was forced to impose a hiring freeze on all VR positions in March, 1990. With budget cuts pending and human resource costs rising, the agency began to explore the possibility of offering a voluntary early retirement incentive (ERI) plan, with the stipulation that vacated positions would not be filled. Shortly thereafter an ERI plan was implemented. Anticipating a continuing reduction of both staff and financial resources, the Director sought the development of short- and long-range plans to streamline the organization, enabling it to effectively and efficiently provide services to citizens with disabilities. Various organizational planning groups were established and instructed to develop recommendations from a program planning perspective, a service delivery perspective, and a human resource systems perspective, based in part on the following facts and assumptions:

1. The agency is in a period of relatively flat budgets with no significant growth from either state or federal sources, and possible cuts at the state level. There are no realistic expectations for growth through tax increases. In addition, legislation such as the Americans with Disabilities Act, will in all probability increase the expectations of consumers and raise the total demand for services.

2. Fixed costs, such as personnel, rent, and travel, are expected to increase through inflation at the expense of monies available to serve clients.

3. Salaries, the largest fixed cost, are projected to grow to 46% of the Commission's budget by Fiscal Year 1993. When combined with other noncase service costs, total fixed costs could approach 60% of the budget leaving only 40% available for services to clients.

From a human resource perspective, another stark reality of the agency's current situation is that they will lose valuable staff over the next year and will not be financially able to replace them. Through attrition and ERI, staff will leave the agency. Approximately 5% of the agency's professional staff will be eligible for early retirement, and it is projected that the majority of those eligible will elect to participate. While these actions will result in significant downsizing, which is one aim, the agency will not have the luxury to pick and choose the positions and players to be deleted. Individuals in essential positions may leave, while individuals in more expendable positions may not. It is expected that there will be severe professional staff shortages in some areas of the state coupled with support staff overages. In addition, supervisor/counselor ratios will need to be realigned.

As a result of these actions, the look of the entire agency will change. The challenge is to ensure that the change is positive. As a member of the Human Resource Systems Planning Group, your charge is to identify and elaborate upon possible HRS strategies which will ease the downsizing transition for SVRC in both the short and long run. Specifically, you are to consider all three components of HRS: human resource planning; human resource management; and human resource development. Identify issues for consideration, questions you would ask, data you would need, proposals, impact statements, etc. The topics listed are intended to serve as a prompt. Certainly other areas of consideration may be added. Use additional sheets of paper as necessary.

HUMAN RESOURCE SYSTEMS APPROACH
A Case of Downsizing

I. Human Resource Planning

A. Situational Analysis:

B. Demand Analysis:

C. Supply Analysis:

D. Gap Analysis:

E. Action Planning:

II. Human Resource Management

A. Performance Management

B. Rewards, Benefits, and Compensation

C. Labor/Employee Relations

D. Human Resource Administration

E. Recruitment and Selection

F. Human Resource Information System

III. Human Resource Development

A. Training

B. Education

C. Development

D. Organizational Development

E. Career Development/Planning

F. Succession Planning

G. Performance Improvement, Coaching, and Feedback

GLOSSARY

Glossary

Action Research - a basic model underlying most organization development interventions. The action research model consists of (1) a preliminary diagnosis, (2) data gathering from the client group, (3) data feedback, (4) data exploration with the client group, (5) action planning, and (6) action.

Assessment Center - is not a physical location. Rather, it is a process or method, utilizing trained evaluators, to observe participants' behavior in job-related simulations and exercises. This is frequently used to make better decisions in selecting and developing personnel.

Benchmark - to benchmark is the search for those best practices that will lead to the superior performance of a company or any of its entities. The process calls for assessing your operation with those considered to be the best, and then to develop plans which will improve ones' performance.

Career Development - is an organized, planned effort comprised of structural activities or processes that advances employees within an organization and results in their optimal utilization.

Change Agent - a person involved in helping to create planned change in an organization.

Climate - is the perceptions employees have about their organizational practices and operating principles. Climate is a measure of whether people's expectations about what it should be like to work in an organization are being met.

Critical Incident Process - used in needs assessment, this process asks participants to describe an experience or incident that went wrong, to identify the cause, and to determine if the situation could have been avoided.

Culture - the deeper level of basic assumptions, beliefs and values that are shared by members of an organization. The sum total of the norms of behavior.

Customers - those internal/external individuals or groups who receive our services.

Delphi Technique - is a structured approach to collect information, often for forecasting purposes, from independent experts.

Demand Analysis - a methodology for identifying projected needs for staff based on such issues as: caseload size, classifications, and program objectives.

Development - one classification of learning which emphasizes growth of the individual but not related to a specific present or future job. It can, and does, include training and education.

Education - learning activities which focus on preparing employees for future jobs. Educational activities can also be used to enhance the functioning of operational units.

Focus Groups - a technique used in evaluation and assessment of training, and in problem-solving. In the latter, it is similar to a task force but, usually smaller and shorter in duration. In evaluation and assessment, this usually involves in-depth interviews with the group.

Front-End Analysis - is a technique used to diagnose and improve human performance by diagnosing the causes of employee performance deficiencies and determining whether they are due to a lack of skills or knowledge.

Gap Analysis - part of the planning processes which analyzes the difference (gap) between demand and supply.

Human Resource Development - the systems, functions, or services which address improvement in human resource utilization.

Human Resource Planning - is both a process and a set of plans which deal with jobs and people; addressing how an organization intends to implement its business plan from an HR perspective.

Job Shadowing - a career development technique utilized to allow one employee to observe the job duties of another by actually "shadowing" them for a specific time.

Mentoring - a process/technique where senior, experienced, respected managers serve as role models, coaches, counselors, advocates, and advisors for younger or less experienced persons, but who are not directly involved in their charges' personal or work lives.

Menu-Driven - a needs assessment process whereby individuals selected those HRD activities that they want to participate in from a listing of available activities.

Needs Assessment - the process/technique utilized to determine the training, education and development needs of the organization and its employees.

Nominal Group Technique - in needs assessment a group is asked to individually come up with a list of problems that can be addressed by HRD activities. In rotation. each member of the group lists their issues on a flip chart. Following an in-depth discussion the items are then prioritized.

Organization Development - is a planned process, over time, to improve organization effectiveness. Interventions can include training, education, team building, etc.

Performance Analysis - assessment and study of either individual or organizational performance. Performance analysis is a means of verifying significant performance deficiencies and then determining the most appropriate means of remedying those shortcomings.

Performance Improvement - this term is at the very heart of human resource development and literally speaking means improving the way individuals and organizations work. From a systems standpoint this takes into account three levels of performance; individual, process, and organizational.

Return on Investment - more often referred to as ROI. From an HRD perspective, this refers to what was the value of the outcome in relation to the cost.

Situational Analysis - in planning, this refers to the process of internal and external scanning. Through this process one is intended to be knowledgeable of the environment - knowing the pulse of the agency.

Smile Surveys - a term used in evaluation to denote participants comfort feelings about a training activity. As opposed to how well this will help me on the job, this type of format asks; How well you enjoyed the location? Were the breaks and meals good?

Socio-Technical Systems - systems that bring technology and people together on the belief that every organization is simultaneously a social and a technical system and that ignoring either system is an invitation to disaster.

Succession Planning - a term used to describe plans for replacing workers who leave, retire, etc. from an organization. Generally associated with supervisory and managerial positions although, many organizations are beginning to see the benefit of establishing systems/programs/activities for other classifications.

Supply Analysis - is the determination of available human resources over the planning period. This involves the development of an inventory of current talent.

Survey-Feedback Technique - an organization development intervention used to analyze data and provide anonymous feedback.

Training - is learning (skill/knowledge) related to ones present job. The underlying factor is behavior change aimed at performance improvement.